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ABSTRACT

The Rural Planning Specialist (RPS) Project was an effort to study and analyze methods for providing community services in rural Pennsylvania. The approach for alleviating poverty described in this report evolved from that project. The RPS program was described by need for innovation, structure of the project, RPS role and responsibilities, administering the program, selecting a representative, and placing the program in a community. Steps necessary for incorporating RPS in the community included introduction and inventory, the initial project, working with the community, defining a problem situation, working toward change, and leaving the community. The chronologies of some programs in progress were described. An appendix contains information on announcing the position of Rural Planning Specialist, a nominal group technique, a method for looking at a community, a community action workbook, a senior citizen flood relief proposal, and notes on community aides. (PS)

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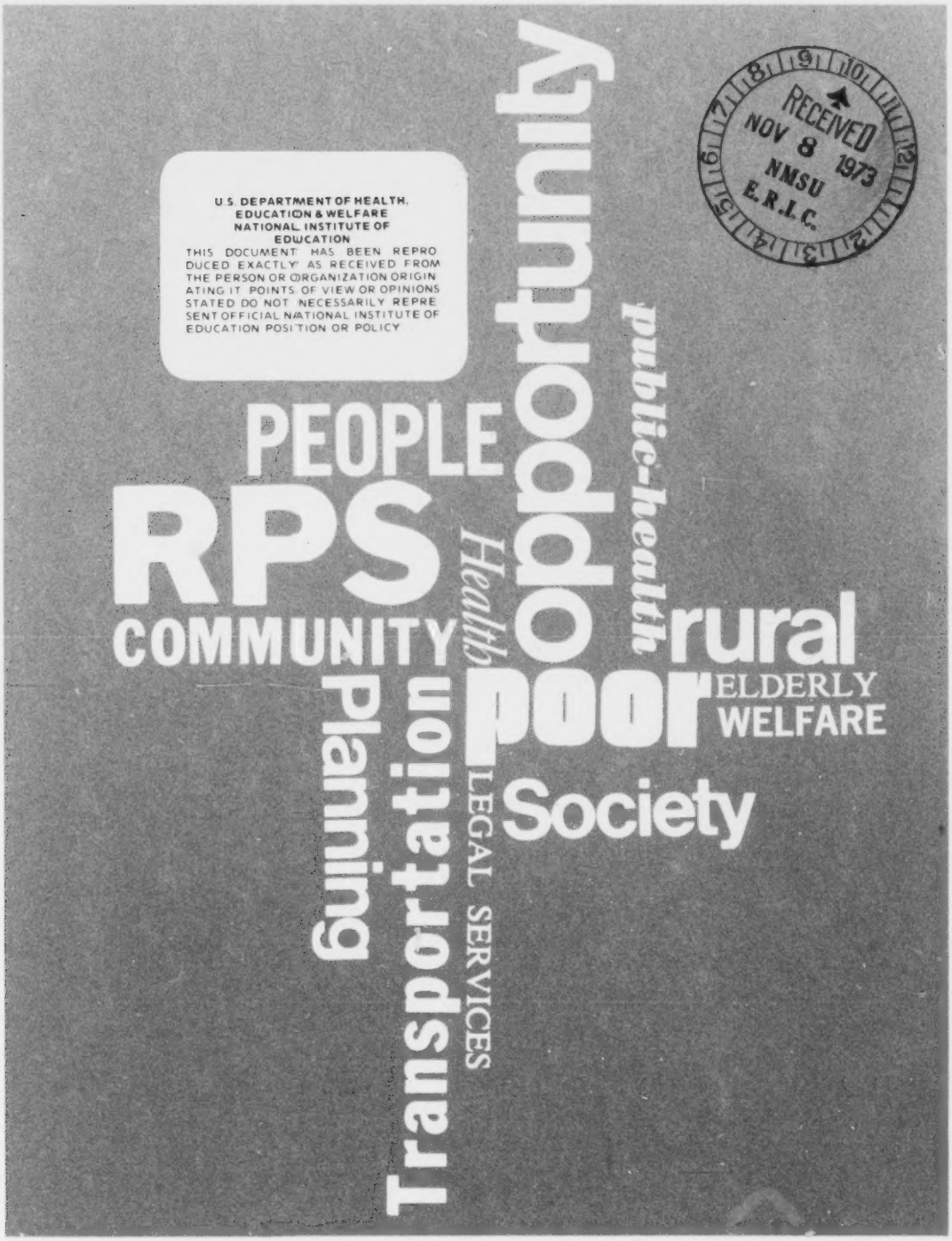

THE RURAL PLANNING SPECIALIST

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THE RURAL PLANNING SPECIALIST

A Unique Approach to the Problems of Poverty in Rural America

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SECTION 1

THE RPS PROJECT

INTRODUCTION

Poverty, ill health, unemployment, poor housing and inadequate educational opportunities are problems which directly affect an estimated 71,000 poor families in rural Pennsylvania.

An unique approach to solving these problems of poverty has evolved from the Rural Planning Specialist Project, a major effort to study and analyze methods of providing community services in rural Pennsylvania. This manual is designed to help others who may be considering similar projects in an attempt to meet the social service needs of rural America.

NEED FOR INNOVATION

In many non-metropolitan areas there are barriers to effective social services delivery. In some rural areas residents seem unaware of these service needs, while in other communities an apparent lack of organizational ability exists. Many areas lack effective spokesmen to focus attention on existing problems. And in other regions, needs have been recognized but residents have encountered numerous difficulties in seeking funds for planning and action.

On the other hand, public social service programs often have an urban focus in the ways they are initiated and administered. The emphases placed on independence and autonomy by families living in rural areas are often overlooked by urban-oriented administrators. Thus, federal funds for social services have been disproportionately concentrated in urban areas, and health and welfare services have remained inadequate for the more dispersed, and less well-organized, rural residents.

Employing a social planner or a Rural Planning Specialist (RPS) is one approach to the problem of improving services for rural people. The focus of this strategy is to provide technical expertise which will improve the use of a community's own human and organizational resources. The RPS project is not a direct-action program which establishes and operates its own activities within the community. Rather, the RPS works primarily through existing agencies, organizations, citizens, and communities to stimulate the growth of a responsive leadership. Thus, the community becomes more capable of coping with local human needs.

The purpose of this manual is 1) to present to organizations concerned with social services in non-metropolitan areas an example of outreach, using professional field staff, that might be adopted in order to improve the organizations' effectiveness; and 2) to assist outreach workers by suggesting methods of gaining entrance into a community, mobilizing citizens and implementing programs.

STRUCTURE OF THE RPS PROJECT

The United States Office of Economic Opportunity delegated resources to the Pennsylvania Department of Community Affairs to be used to compare public and private sector approaches to social planning in rural areas. This experimental project is the basis for this manual. The Pennsylvania Department of Community Affairs designated a private agency, Community Services of Pennsylvania (CSP), to supervise the work of two RPSs, one in each of two rural Pennsylvania counties. Two other RPSs were placed with publicly controlled planning commissions in two other rural areas. Under both government and non-government project management, each of the four RPSs had three principal concerns: 1) to increase the sensitivity of local citizens to the health and welfare needs of their area; 2) to plan and implement health and welfare services; and 3) to initiate improved and/or expanded human services for the citizens of their respective rural communities.

The varied projects undertaken in Pennsylvania reflected specific needs and interests in the communities and the unique abilities of the RPS.

HEALTH Health-related programs initiated by an RPS included the expansion of a visiting nurses program, recuiting doctors into rural communities, initiating a health education program on communicable diseases, setting up rabies immunization clinics, initiating a primary health clinic, and family planning and health advisory boards.

AGING A regional network of senior citizen groups was established by an RPS to plan and implement a wide range of services for the elderly. Funding for this model network was channeled through a traditionally physical planning agency, demonstrating that integrated human-physical planning can be effective when concerned citizens take an active interest. Other programs for the elderly included meals-on-wheels, a crafts marketing program, a conference on aging and an informational newspaper column for older citizens.

COMMUNITY AIDES Citizen access to services was improved by one RPS who conceived and implemented a community outreach program in which residents were trained as community aides to work with families and professionals to realize unmet needs. This same RPS was involved in developing an information-referral-follow-up system and participated in a hot-line telephone counseling service.

Programs varied in their objectives, scope, complexity, sponsorship and, it might be added, their degree of success. Great variation existed among types of problems, local situations, philosophies, and skills of those attempting to carry out social action programs; thus, simple answers to complex problems were inappropriate.

This manual is not a "cookbook" which explains step by step how to carry out a successful community action program. Rather it presents guidelines and strategies used successfullv by the specialists and suggests models that can be adopted in other rural areas. These guidelines are to be used for analyzing local situations and for planning and implementing programs. The most effective use of this manual will be made by those who can creatively adapt these basic ideas to a specific community and its needs.

This manual is based on the project evaluation by The Pennsylvania State University which consisted of a continuous two-year program analysis, involving interviews with the four RPSs, their supervisors and community leaders, as well as chronological event analyses. The initial study began in July 1970 and functioned until May 1973 as a trial project in selected areas of rural Pennsylvania. However, many of the RPS's initiated programs are ongoing today.

RPS ROLE & RESPONSIBILITIES

There may be many differences between RPSs, depending on method of administration and personal approach, but certain characteristics probably should be the same for all specialists.

1. An RPS is concerned with improving the delivery of needed health and welfare services. Improving these services improves the quality of life for many in rural areas (community, county, region).

2. An RPS works through existing agencies, organizations and citizens' committees within the community. In this way, local determination of programs is emphasized. An RPS does not establish and operate his own direct action programs.

3. An RPS is a catalyst and an active agent for improvement. Successful and efficient projects seldom just "happen," but are usually carefully conceived and planned. An RPS must be able to actively search out unmet needs and purposely plan and execute strategies to mobilize resources; this active role includes follow-through on programs.

4. An RPS is an institution builder with long-range goals. In this way the specialist may be considered temporary. If successful, the RPS should no longer be needed in a community after new institutions have become established. Social planning mechanisms would be developed, and citizens would have enough sensitivity and capability to be responsive to their own needs and to be able to assume the RPS's role.

5. An RPS is a "people's advocate" as opposed to a "program" or "agency advocate." The RPS is not locked into promoting specific programs but can work across the full range of community needs.

These five elements illustrate the RPS's role in a community. They form a basic framework for carrying out the RPS's responsibilities.

Community projects fall within six general areas. It is the RPS's responsibility to work with the community to:

- Identify and evaluate existing social services,

- Identify and evaluate existing and potential health and welfare needs,

- Establish priorities among needs,

- Create awareness of community needs in citizens,

- Develop operational procedures among local agencies and organizations to meet community needs, and

- Help the community mobilize its resources to improve the comprehensive range of human services.

The RPS must not be laden with predetermined programs but needs the freedom to direct resources to the problems defined locally.

ADMINISTERING RPS PROGRAM

ORGANIZATIONAL STRUCTURE

The sponsorship or administration of an RPS program gives added dimension to the specialist's role and responsibilities. The relationship of the sponsoring organization to the community in which the RPS is located influences his relationship to the community.

Two factors in the administrative structure of the sponsoring organization affect the RPS's role. The first factor is the sponsor's constituency. If the organization is accountable to elected officials and citizens, the sponsor is governmental. If it is accountable to a smaller group of contributors, sponsorship is non-governmental.

The second factor is the sponsor's base of operations. When the sponsor's base of operation is within the geographic area or community in which the RPS works, the base is local; if the sponsor does not have an office within the selected geographic area or community, the base is labeled non-local.

Sponsor's Constituency	Sponsor's Base of Operation: Local	Sponsor's Base of Operation: Non-Local
Governmental	A	C
Non-governmental	B	D

Figure 1 Administrative Alternatives

An RPS, who is staff member of a local organization, could be governmentally employed (situation A) or non-governmentally employed (situation B). An RPS who is on the staff of a non-local organization, also could be governmentally employed (situation C) or non-governmentally employed (situation D), see Figure 1.

SITUATION A — A local governmental office might be a planning commission or a county commissioner's office, which are both locally controlled, or any one of many state and federal organizations with county offices, such as the Cooperative Extension Service, Bureau of Employment Security, or Board of Public Assistance, whose administration is not controlled by locally elected officials. An RPS working as a staff member of one of these organizations would have the support and direction which such an agency provides--a day-to-day working structure and established legitimacy.

An RPS in this situation has access to established channels of communications with other government and non-government organizations. Administratively, there is close supervision of activities and a high degree of accountability to both office staff and government officials. When the RPS program is administered through a local government office, there is a predetermined constituency. The RPS will usually be expected to serve the entire geographic area covered by the political unit.

SITUATION B — A local non-governmental sponsor might be a hospital social services department or a private industry interested in the RPS program as a Neighborhood Assistance Project. As in a local government office, there would be an established working structure, close supervision and the legitimacy of being part of a recognized local institution. In contrast to a government affiliation there may be a more limited constituency because 1) the geographic area is not as rigidly defined and 2) problem areas (health, education, etc.) may be more strictly defined.

SITUATION C — An RPS may be sponsored by a non-local organization, i.e., an organization with jurisdiction over a locality but no local level offices. An RPS sponsored by a non-local, government organization, such as the state Department of Economic Development or Community Affairs would work in a relatively unstructured situation. The RPS would be living and working at the field location, where little day-to-day supervision is possible. Communications, contact procedures and planning mechanisms must be developed by the RPS independently of any supervisor. In this same context, the sponsor must have enough confidence in field personnel to permit them to use their own judgement in decision making at the local level. Further, if the supervisor is not directly involved in the local situation, specific advice is difficult to provide. With the sponsor's support, the RPS needs to be innovative and flexible in community contacts and participation. Any pre-planned strategy imposed from the outside may limit the RPS's potential within the community.

Although the RPS may be considered a "free-agent" without local ties, the governmental relationship may lend legitimacy. However, the freedom of non-alignment may be restricted if the RPS's sponsoring agency is one with which local officials have regular contact or serve as board members. This may impose rigid constituency requirements. Otherwise there is no predetermined constituency. The RPS can serve a natural social community defined on the basis of selected problems. The client group is flexible and may change throughout the project. RPSs may also serve several different client groups at one time.

SITUATION D An RPS functioning as a "free-agent" may also be sponsored by a non-governmental, private organization that does not have local level operations, such as Community Services of Pennsylvania or a state or regional health and welfare organization.

The non-government free-agent functions similarly to the government free-agent but may have less initial legitimacy. There is the additional freedom of non-alignment. Association with an unfamiliar organization means that the RPS enters the community in a neutral position. The local people have not had enough experiences with the sponsor to form prejudices.

In any situation, the RPS is dependent on his own experiences, persuasiveness and feel for a situation. Success depends on the RPS's ability to mobilize effective community support for action to solve problems, whether the RPS is a free agent, a local staff member with or without governmental or non-governmental authority. By definition, local assumption of project responsibilities is essential to success.

AGENCY PROCEDURES

Agency inputs into RPS operations

An agency, regardless of type of administration (Figure 1), supplies the RPS with supervision, information and support.

SUPERVISION Most supervision, independent of the method of administration, will center around discussion of problems, objectives and strategies. This type of supervision is basically a process of setting goals that fit 1) the RPS's interpretation of this role within the community and 2) any guidelines the agency may require. When the RPS positions are staffed by people who have adequate backgrounds and experiences, direct supervision by agency personnel can be minimal. This position demands a wide independence of operation, although this operational freedom may fall within a strictly defined scope of work. Day-to-day supervision with detailed instruction should not be established, nor a pre-planned strategy imposed; both would reduce the RPS's potential within the community for creativity meeting community improvement objectives.

Although operational freedom for the RPS is important, this requirement should be put in the context of certain established agency procedures. If employed by a government agency, the relationship to government officials must be maintained. Existing inter-agency channels should be used; where they do not exist, agreement between the RPS and the supervisor should be reached on appropriate contact procedures. Intra-agency protocol procedures should also be established and followed.

Depending on the ability of the staff, supervision may best be described as a co-worker relationship. Supervision may take up to 10 to 15 percent of one person's time, including RPS-related administrative tasks such as budgeting and funding.

OTHER AGENCY INPUT Other agency inputs needed by the RPS are information and support. Since there may be differences in the interpretation of the RPS's role, information and support needs may also differ according to each RPS.

Personnel working in a local agency setting will need information on personal contacts in the area, background on local events, previous attempts to improve human services and existing horizontal and vertical inter-agency contacts. For non-local personnel, those RPSs sponsored by a regional or state organization, information needs will concern personal contacts on the state and regional level that may be helpful in getting projects planned and approved, procedural advice for working with various regional and state organizations, information on non-local events that may have some impact on the area and sources of available funding external to the local community.

Whenever possible, the RPS's work should reflect positively on the agency's name; in turn, the RPS should receive the agency's support. The RPS may approach issues in ways unfamiliar to an agency's staff. An acceptance of this new role and the willingness to permit the independence and flexibility required by it is a form of support. It may be an obvious assumption that if an agency hires an RPS they accept the RPS role. However, the obvious may be overlooked and in the carrying out of the role there may be a tendency for the supervisor to impose a restrictive agency bias.

Other support inputs will vary with the agency's administration. A local agency (Figure 1, Situation A & B) should absorb some of the friction or negative reaction that may occur from the introduction of this innovative role into the community. While this back-up is usually provided to some degree for all staff members, the RPS may initially require more than usual amount of support.

An RPS who is employed by a non-local organization (Figure 1, Situation C & D) could use the same type of support but on the organization's level--e.g., regional or state. Many of the traditional agencies with which the RPS will be working may be hesitant at first to involve themselves with a person in an unfamiliar position. Thus, the sponsoring organization should help to encourage and develop these new relationships whenever possible.

RPS input into agency operations

The amount and method of incorporating the RPS into the operations of the sponsoring agency will vary with administration, and more directly with the RPS's location relative to the agency's headquarters. It will be difficult for RPSs working as free-agents, living in field locations at some distance from agency offices, to become an integral part of the organization staff. But even agencies with "in-house" RPSs must decide how much the RPS is to be involved with on-going agency programs and how other agency personnel are to be concerned with the work of the RPS.

If the organization hopes to sensitize existing staff to social planning concepts and procedures through the RPS program, there must be face-to-face interaction between the RPS and the rest of the staff. In addition, if the further goal of introducing a social planning component to traditional agency functions is accepted, opportunities for the staff to discuss and explore these different areas of work must be made available.

One mechanism other than casual conversation for promoting an exchange of ideas is to periodically review and discuss the RPS's activities with the agency's staff. This approach sensitizes the staff to other viewpoints and concerns, and coordinates activities with other agency programs. An RPS may also bring an added dimension to any established agency review procedures. A social planning input to review procedures is being increasingly emphasized today by most federal funding agencies.

SALARIES

It is desirable to fill the RPS positions with persons who have the background and experience that will enable them to work independently with a minimum of supervision. These requirements dictate salary levels that are competitive with those for similar professional positions.

Another salary concern relates to the placement and sponsorship of an RPS. In a private office, salaries are a private matter and are commensurate with the policy of hiring experienced professionals. In a government office, salaries are another matter; they are public knowledge. This disclosure may or may not affect a salary decision; however, the prevailing salary for a like professional in the community where the RPS will be employed should be considered. If the RPS's salary level is substantially higher than other professionals in the community, it may affect the relationship not only with other professional but also with lay citizens.

SELECTING AN RPS

RECRUITMENT

The selection process is the most important administrative dimension of the entire RPS project. The success of the project in achieving its goals and objectives depends heavily on the ability, background and overall experience of the person chosen to fill the RPS position.

Methods of recruitment depend on type of project administration. If the sponsor is a governmental agency, the staff must be approved by a legitimate body such as a borough, village, or city council or a county-level board, or through processes established by law or administrative regulations.

While agency personnel would normally be delegated the responsibility to recruit and interview candidates and present these results to local officials, it is helpful to involve the government body in the entire process. With continuing communication during the process of selecting candidates, the local officials will appreciate the fact that the RPS cannot be simply another political appointee. Adequate qualifications are essential for this independent manner of work.

If the sponsoring agency is not under the control of the local governing body, the agency's traditional recruitment process may be used without having to obtain formal approval from local officials. However, informal approval by local government officials may be desirable.

The RPS position should be widely advertised in both local and non-local publications. If there is a qualified local candidate, consideration should be given of the candidate's knowledge of the local area. Interviewers should be cautioned about local candidates who may have conflicting interests or be associated by community residents with a particular bias. If a non-local candidate is considered, there would not be an existing relationship within the community but there would be an additional orientation period required before the RPS would become familiar with the area. Seeing a "new view" of the area versus having an existing insight and knowledge of the locale is a choice that must be weighed by the sponsor.

REQUIREMENTS

There are two types of qualification requirements: 1) experience and background and 2) personal characteristics.

Experience and background characteristics might be those suggested on a sample position announcement (see Appendix I); requirements include: field experience in a related program; demonstrated ability to work with those people with whom the RPS must work; knowledge of programs; and experience in writing grant requests. The emphasis should be experience--successful experience. The contributions the RPS will make to the change processes are based as much on previous experience with other communities as on abstract analytical ability.

If the RPSs will be based in established local offices, it may be beneficial to place special emphasis on supplementing existing expertise. For example, if an RPS will be placed with a planning commission, instead of looking for someone with a strength in planning, recruit a person with complementary abilities such as social planning, social programs and community organization. If the RPS is to be placed with the Bureau of Employment Security, an organization versed in employment and job training programs, the best strengths to have might be in planning and community organization. Community organization and social planning are the key skills of the position. All candidates must have abilities in these areas.

Personal characteristics are more difficult to discern than more objective items on a resume, but they are as important. Positive attitudes toward area people and the ability to relate to these people in a personal and open way should be considered as major criteria in the selection of an RPS. In staff selection, particular attention to motivation, interest and personality needed to work with rural disadvantaged should be stressed.

RPSs must be able to maintain maneuverability within a community. They must, therefore, be tactful, pragmatic and sensitive to local political opinion, and maintain the ability to function among the area residents.

The ability to make maximum use of available resources is also a desirable skill. For more efficient use of existing community services and agencies, an RPS should be skillful in mediating and in bringing various service areas together. Relationships with agency personnel are crucial in order to coordinate programs and overcome problems of fragmentation.

To improve the use of human resources, an RPS must be able to overcome the inertia and resistance to change among various segments of the community. An RPS should know how to develop relationships with community residents that are based on respect, cooperation and confidence. Furthermore, this person must be able to enlist good will for the project, the employer and the concepts of social concern being forwarded.

An RPS should be committed to the role of inspiring others to start projects and supporting action by others rather than expecting to assume a leadership position. This person needs to know how to help others to lead and be able to accept this helping role. To provide the greatest input to the community, the RPS can only infrequently function as a supervisor or committee chairman but rather usually serves as a catalyst and liaison between sectors of the community.

When working in a free agent capacity (Figure 1, Situations C and D), each RPS should have the ability to take the initiative in seeking out unmet needs and be acutely sensitive to both the expectations of his distant supervisor and the local political situation. The RPS should be able to use judgment in making decisions at the local level. Although it would benefit RPSs in a local office position to have similar characteristics, the structured organization and the supervisor's immediate availability makes these abilities less critical to effective planning.

All project demonstrations, independent of sponsorship, point to the need for the RPS to gain firsthand knowledge of the area and people with whom he will work before mobilizing support for a specific action. It is imperative that specific goals not be established and that action not be initiated without prior consultation with interested citizens and a building of community support. This task requires patience and respect for the constituency to forward their goals as opposed to the personal goals of the RPS.

PLACING RPS PROGRAM

The placement of the RPS program in a community is an integral phase of the total project. Even before personnel are selected or the RPS enters the community, the project is shaped by the placement process. The people and organizations involved in the introduction of the concept are the same people and organizations whose cooperation is essential to project success at later stages.

Whether the initiator is from a local organization or from a regional or state organization, a representative of government or the private sector, the process of introducing the RPS concept is basically the same.

FIRST - RPS concept is of interest to a few.

The RPS concept should be introduced to local residents by a local person who is interested enough to actively forward the idea. If the initiator is a regional or state organization, members in the area may serve as an introduction to the community. Accepted organizational leaders or social service agencies may also be helpful. The few people who are introduced to the RPS concept and are willing to initiate action to obtain the program for the community are the "initiators." These people agree that an RPS would be an important addition to the area and they attempt to get others to agree.

SECOND - RPS concept is spread to a select broader community.

To be effective, preparation must be made to generate interest and support. First, those interested may discuss the idea informally with others they feel might have similar interest in the project or who may be influential in obtaining project acceptance. The next step may be to call a meeting of leaders and representatives of human service agencies in the county, borough or area of concern. At the meeting, the opportunities offered by the program should be explained. Formal approval need not be sought from either agency representatives or community leaders. The effort should be made to achieve a consensus that the presence of a RPS would be desirable.

This convergence of interest need not be among a majority of residents, but only the most agreeable segments of the population, as long as there are enough legitimizers and area resource people in the group. It is appropriate to first obtain the project for the community on the basis of partial community support and then present it to the rest of the community through RPS activities.

THIRD - RPS concept is accepted by the community

It is important that the project not be placed in a community that will not support it. There must be some evidence of potential acceptance. County commissioners and/or most other major institutions and organizations must accept the program or at least must not be openly opposed to it. These people are the resources with whom the RPS must work. If there is no opportunity for cooperation, there is no basis for the RPS program.

If the sponsoring agency is not controlled by local government officials, there must be informal consensus by agency representatives and community leaders that the presence of an RPS would be desirable. Although formal approval is not required, it may be sought as an additional source of legitimation in the community. Formal approval would only be needed if local funding is required, in which case contracts must be signed.

Formal approval of the program by local government officials is required to place a RPS in a locally controlled government office. This process involves presentations and debate before approval is obtained. It is necessary to make a presentation of the project's purpose, procedures and advantages at an official meeting. Following debate, participation in the project must be formally approved.

Additional time, before or after formal approval, may need to be spent clarifying the program's scope or developing a program of work for the RPS. Then contracts need to be drawn, modified and finally signed.

Placing the RPS program in a community may take a considerable amount of time, but the process should not be rushed. Placement is an important first step in the total project. In the experimental project that was the basis for this manual, placement time ranged from four months to one year.

In presenting the RPS concept, the potential benefits would depend somewhat on the specific community. However, there are some general selling points.

1) The RPS aims to make the community more independent in meeting its own needs by the improved use of existing resources.

2) The project improves the community's opportunity to receive its equitable share of state and federal funds.

3) The RPS concept is a simple understandable one that is based on making better use of existing resources, with a minimum of additional manpower (just one).

4) It can be tried for a few years and discontinued if not acceptable or when some goal is reached.

5) The project increases community services and local initiatives.

6) The RPS offers some communities their only workable alternative to solve social problems and enlist community self-improvement efforts.

SECTION 2
THE RPS IN THE COMMUNITY

INTRODUCTION

This section illustrates how an RPS functions in the community and presents suggestions for the person filling the RPS position.

FIRST	General guidelines that help to shape the RPS role in the community.
SECOND	A general process to follow for working with a community.
THIRD	A description of some of the strategies and programs used by the RPSs during the demonstration project.

Although Section 2 speaks primarily to the RPS, those who are interested in developing an RPS program or are considering using a social planner should read this section. The following suggestions, discussions and examples demonstrate how an RPS functions and the types of programs in which an RPS might become involved.

GENERAL GUIDELINES

The following guidelines will help form and maintain a positive RPS role in the community and establish an appropriate helping relationship.

1 Plan from the beginning. As soon as possible, define your goals, based on an informed evaluation of the community, in order to direct your activities.

RPS Comment:

"Know what you're doing and where you are going, so you'll know where you are."

---

2 Work within the existing social system - this is a basic philosophy of the RPS concept. The goal of having local residents assume increasing levels of responsibility for providing social services requires that this new responsibility be accepted by persuasion, not forceful confrontation. Only when people say "It is our program" can the changes be considered lasting.

RPS Comment:

". . . Work through the local power structure and if pressure is needed, arrange for it to come from the local citizens themselves. If there is not enough local interest and involvement in a proposal to get it started, put the idea aside temporarily until further interest can be generated. Avoid confrontations and showdowns."

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3 Participate in broad based organizations or ad hoc groups such as an interagency council or a community human resources committee. Work within the areas of their interests and with the people who are the most active in community affairs. These people are important contacts. Learn about all area organizations before choosing ones to join. Avoid being aligned too closely with special interest groups that have narrowly defined goals.

RPS Comment:

"Take note of those people you see at lots of different meetings, who are on many different committees and whose opinion is considered valuable."

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4 Be supportive of local action. Try not to be considered a threat by local residents and organizations.

RPS Comment:

"An RPS should help the community take action on those issues they identify. Area residents are often quite aware of what is wrong and even what corrections should be made, but don't know how to do it."

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5 Before venturing into any activity, research the background of the issue in the community. Know what exists, what did exist, what efforts are now being made. This information enables the consideration of alternatives for action and the assessment of their potential consequences throughout the community.

RPS Comment:

"Do your homework. If others have worked on a problem, who are they? What did they do? If they failed, why? Learn from these people and their experiences."

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6 Prevent the development of dependency. During your work new relationships will be established, new procedures followed, new activities performed, and new responsibilities created. As these functions become familiar and established within the community, the RPS's goal is to withdraw gradually and allow residents to manage their own situation.

RPS Comment:

"By not becoming the 'king pin' a project can continue without you. Make sure local people use their ideas and are involved. The RPS gives a push and some direction. But be careful not to wean a project too fast or it may die."

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7 Help others to assume leadership roles. Before assuming any leadership role yourself, consider the need to build experience in others.

RPS Comment:

"Take part but don't take over."

RPS Comment:

"I don't want the organization to feel I've stolen the project leadership from them. I tried not to be the leader but rather to stimulate leadership in others.

---

8 Be a resource person. Provide others with ideas and information on programs and procedures. Work with local leadership in using these new facts.

RPS Comment:

"If you don't have the information, get it."

GENERAL PROCESS

In the demonstration project, in spite of wide apparent differences in theory and practice of the experimental RPSs, there were enough similarities among the processes they followed to permit generalizations reducing the process to six steps. Here these steps are numbered progressively, while in actual practice activities may overlap and be repeated. Nevertheless, it is suggested that the steps in the process be followed in this order to forestall the dangers of getting ahead of yourself. Trying to do too much too fast often means groundwork has not been done adequately and apparent short-run progress may not bring lasting results.

Step 1 Introduction and Inventory

Introducing yourself to the community may be the most important step you take in the program. While you are meeting the residents, they are meeting you and forming important "first impressions." You are developing a relationship with the community while learning a lot about the "workings" of the area. That is why Step 1 combines introduction and inventory.

It is important to have a general familiarity with the area and the people. Orient yourself to the physical geography of the place. Get an overall feeling for the personality, goals, and norms of the people in the area, individually and collectively in groups and organizations. Become familiar with its various boundaries and outside influences; find out who's who and how the power structure operates. This will be done informally and seldom documented. While these efforts are time consuming and may not seem to have any immediate payoff, they are a necessity because it is from these acquaintances and facts that you must construct a picture of the social structure within which you will be working.

During your early contacts with area residents, they will be forming their own ideas about you, the RPS - your friendliness or unfriendliness, your inferred motives, and particularly, your ability to give help. Project evaluators found that residents typically want to know: Who is your boss? Who pays your salary? What is your relationship to local government? How will your activities affect me?

You will also be asked, "What exactly are you going to do here?" Since many of the RPS responsibilities are intangible -- analysis, planning, helping others to provide services, developing leadership -- many persons may not fully understand your explanations. Since the RPS role is innovative, what they see you do is what they will believe an RPS is. Of those residents interviewed on the demonstration project, very few were able to agree

on the definition of the RPS's work. You probably can expect, therefore, these problems of interpretation. They may even occur among those individuals instrumental in bringing the project into the area.

Any community or area consists of a variety of population groups. This variation affects the relationships between the RPS and the constituent community. You, of course, must be the one to define your role in the community based on your particular skills and abilities. We suggest you take time to consciously think about what your role should be. There will be people who, in attempting to use your services, will try to shape your role to their particular needs. Being aware of these forces and their relationships to one another will be helpful to you in analyzing area problems and setting priorities for your work.

In developing this "RPS-community" relationship, besides keeping in mind the general RPS role, it is important for both you and those with whom you will be working to be realistic about the amount of work involved. If citizens want changes, they are going to have to supply much of the energy to achieve them.

While in the process of meeting and forming relationships within the community, you will be identifying existing agencies and institutions, and learning about their programs, problems and relationships to each other. It is important to know the existing services, future needs and available resources. Mobilizing existing resources to fill service gaps is an essential part of the RPS program. You should also be informed about efforts, past and present, successful and unsuccessful, that have been made to meet local needs and current major community concerns.

In review, there are four basic functions under Step 1. Each must accomplish specific tasks.

1. RPS meets the community - Meet agency personnel, resource people, community leaders, and area residents.

2. Community meets the RPS - Form a good first impression; you are the entire project.

3. Develop RPS-community relationship - Develop a rapport with the people with whom you'll be working during your entire stay in the area.

4. Inventory - What agencies exist? What services do they provide? What problems do they have? What are community needs? What efforts, past and present have been made to meet these needs? What resources are available within the community?

METHODS

To carry out Step 1, a) interview heads of social service agencies, local officials and others working with community problems. b) meet agency personnel, and c) ask specifically about programs, problems and handicaps. Speak with them face-to-face, not over the telephone or via letter. Do not ask too much, just familiarize yourself with what they do and what their problems are. If your questions become too intimate, they may become defensive and suspicious of you. Do not commit yourself to specific project involvement until you know your alternatives.

Make this a systematic coverage of all agencies and social service groups, not a casual piecemeal study. Besides learning about the functioning of all the agencies actively serving your area, you may be able to see how one relates to another or could be linked more effectively. Observe mutual awareness, areas of conflict and overlapping services or clients.

One method of learning about citizen concerns and priorities is to use a community self-analysis. This is a method of working with small groups to identify what they think are the problems of the area. The task of self-analysis is to generate ideas or solutions; a nominal group process is suggested for this purpose. A nominal group is a group in which individuals work in the presence of others but do not verbally interact. Appendix II describes a nominal group method used by one of the RPS's which permits the consideration of a full range of problem areas and asks the participant to generate his own topics. Appendicies III and IV are formats for other methods of self-analysis that are more structured and limit the scope of problem consideration to selected services. To use these formats, adjust references to problem areas in order that they may be more relevant to the community or to your approach.

If self-analysis is used, the method you choose should be used over and over again with different groups of citizens. After using one of these methods with a wide variety of groups a consensus of opinion may appear, but more likely there will be clustering of opinions around a few problem areas. Problems identified will most likely be about specific programs or services. Rarely will people identify a power structure that is too concentrated or dispersed, or a lack of coordination among service providers. However, matters of this nature may be suggested in discussions following the problem identification session. Working with small groups in this way was found to be helpful in meeting people and developing a rapport as much as, if not more than, a means of discovering problem areas on which to work. Community self-analysis methods are a good way to get people to think about community problems and raise their level of awareness.

EXAMPLE 1: An RPS's Organized Inventory

Context: RPS employed on the staff of a two-county planning commission. Planning commissioners specified in advance of RPS's employment a narrow scope of responsibility: 1) survey available services and identify additional service needs, and 2) foster communications and coordination among service agencies and the planning commission.

Experience: The RPS interviewed the directors of every social service agency serving the area. She explained the RPS program and how the planning commission fit into the social service picture. Following these conversations with the personnel in more than 40 agencies, the RPS interviewed clergy in both counties. All people were contacted within three months of the RPS's arrival in the area.

This initial introduction was followed by an invitation to these same people to an informal open house--a social event, not a public meeting. The RPS spoke briefly about the RPS project, and the director of the planning commission spoke about the commission and how it relates to social concerns. Following the event, the RPS kept in touch with these people.

From the information gained, a Human Resource Directory was printed. She also selected the organizations which, from her viewpoint, were most worthwhile to join: an interagency council, a telephone counseling service and a committee for community services for the aging. Each organization functioned in a five-county area, which she had learned was the region of cooperation for most human services. Involvement in these organizations would help the RPS maintain contact with those people most involved with community services; would keep her informed of agency programs and problems, and would give her first-hand knowledge of the problems of individuals looking for help.

EXAMPLE 2: Project Oriented Interviews

Context: A composite of three RPSs who were all interested in earning visibility and legitimacy as soon as possible.

Experience: Each RPS interviewed elected officials, agency personnel and organizational leaders in their areas. All used the "referral" technique of meeting these people. Each approached the interview looking for a project and a resource. Each asked a different question but with a similar purpose in mind:

RPS #1) What can I do for you?

RPS #2) What do you want to do? I'd like to help.

RPS #3) Would you help me in my efforts to help you?

From these interviews each RPS found an initial project and a community group with which to work. Each project dealt with the provision of a specific service. It took from four to six weeks for each of these "project oriented" RPSs to become involved in their initial projects.

EXAMPLE 3: Interviews and Community Self-Analysis

Context: An RPS employed by a planning commission was interested in early involvement in an initial project but was also very concerned about making "grassroots" contacts.

Experience: RPS gathered two kinds of data concurrently; 1) he interviewed elected officials, agency personnel and organizational leaders in the area and 2) used a community self-analysis technique, the nominal group method presented in Appendix II. Using this information he uncovered a prevailing concern about senior citizens.

This was expressed by many citizens in interviews and nominal group sessions. Therefore, the RPS researched the problem and learned that for this area: 1) the percent of people in the over-60 age bracket was very high and increasing; 2) there was an in-migration of elderly; 3) there was no organization in the area looking at this problem; and 4) there was also the interest in and support from a state funding agency. This was a legitimate concern for an RPS, but it must be recognized that the people interviewed and the groups participating in self-analysis included a wide variety of government officials and civic clubs who, if not already senior citizens, would be soon. If self-analysis methods were used with a junior high school student council, a group of high school seniors, or Headstart mothers, and similar additions were made to the individual interviews, it is likely that concerns would have been different.

GENERAL GUIDELINES FOR STEP 1

1. Be aware of all the alternative before committing yourself to specific project involvement.

2. Meet those people and organizations that were involved in the introduction of the RPS project to the community. Get acquainted with the organizations they represent. These individuals and groups will be your earliest resources, and their cooperation is essential to project success.

3. Make a systematic coverage of all agencies and social service groups. Those who just spoke to a few until they found an acceptable activity had to continue to make new contacts.

The concentration of attention on "agencies" as opposed to "citizens" does not mean that citizen input is unimportant to the inventorying process. It is felt that social service agencies are the best initial contacts because 1) they are relatively easy to contact, and 2) they are the best sources of information on what services exist, at least the services offered by their respective offices.

Step 2 Initial Project

Involvement in an "initial project" or activity is, for the most part, an extension of Step 1, learning about the community. RPSs work with community members on a "small" workable program in an accepted problem area. There are three things that may be accomplished with the initial project: 1) learning more about the community, 2) earning credibility, and 3) obtaining access to a goal.

Your initial involvement should provide experience in learning how the community residents presently solve problems and organize an activity, as well as in meeting and working with the people that get things done in the area. Working with people in the community fosters close associations and a familiarity with residents and gives the residents a chance to fit you into their working structure. When selecting an initial project, consider which activity will give you exposure to those people and organizations that you think would be most important in future activities.

An initial project could also help provide needed credibility. Credibility is especially important for free-agent RPSs (Figure 1, Situations C and D), who will probably be considered outsiders. A successful venture in an accepted problem area may add to the RPS's individual legitimacy and tie him closer to the community. While RPSs employed by a local institution (Figure 1, Situations A and B) have the credibility of their recognized affiliation, they may feel the need to earn credibility within their own offices.

If legitimacy is a concern, initial project characteristics such as visibility, feasibility, quick results and current emotional interest should be considered. A project in which you were a major contributor, should be "visible" and seen by the appropriate people. Feasibility is always a concern but a "sure success" is a good beginning. Quick results are most important if there is suspicion and distrust of the RPS position. People want to see what an RPS does. A project with quick results illustrates what you can do. It isn't necessary to identify a new need within the community. Becoming involved in an issue of popular concern is a good method of getting into a community as long as the issue is not overly controversial. The relative weight of any of these criteria should be based on your assessment of the community.

If you have formed overall goals for the RPS project (Step 4), your "initial project" might provide access or a point of entry into that problem area. But overall goals probably won't be formed this early in your work.

METHODS

1. Since you are now aware of all the organizations that you could join, all the committees that may need your services and many of the problems that need attention, join a broad based organization and take an active part in someone else's project.

2. Perhaps a number of agencies or individuals have all mentioned the need for a particular service; bring this common interest to their attention. Promote a cooperative effort to provide the needed service.

3. If you are employed in a local office, a project may be assigned to you. However, keep in mind the purposes of the initial project.

EXAMPLE 1: Visiting Nurses Association (VNA)

Context: An RPS, a free-agent interested in early visibility and legitimacy, held interviews with area leaders and agency personnel and learns of a common interest in extending a Visiting Nurses Association program from one community into a nearby community. The groups had contacted each other but no one was willing to assume the leadership needed to coordinate the program. It was assumed that all funds had to be raised locally; the RPS learned that outside funds could be obtained through the Regional Health Council (RHC).

Experience: RPS promoted and coordinated efforts to provide the expanded service. He informed relevant parties of available funding. He spoke to many people and organizations about the service and formed a citizens committee composed of members of various area organizations. The RPS served as a liaison between the VNA and the RHC in the development of the services.

EXAMPLE 2: Participation in an Existing Activity

Context: RPS is employed by a planning commission; she is interested in

learning about human problems and wants to start working with local organizations.

Experience: RPS serves as a volunteer for a telephone counseling service organized by the regional health council and the area ministerium. Through her involvement with this program, she was also able to help expand the functions of the counseling service to include an information and referral service.

GENERAL GUIDELINES FOR STEP 2

1. Work with community members on a small workable program in an accepted problem area.

2. Develop close associations and familiarity with area residents.

3. Participate in activities which provide exposure to those people and organizations that you think would be important in future activities.

Step 3 Working with the Community *

Working with community residents is a sharing activity, and for that reason Step 3 has two major parts - "give" and "take." The "give" part is the RPS's participation in a number of community organizations and projects. The "take" part is the community's participation in helping you to evaluate and make decisions about information learned during your inventory.

RPS'S PARTICIPATION IN A NUMBER OF ACTIVITIES

It is important that you participate in what goes on in the area. Your participation should help local efforts and keep you informed about community concerns and activities. Your partial involvement in many activities provides an access for increased involvement in a specific activity when and if you want it. RPS Activity Charts A through D illustrate the number and variety of activities in which the RPSs were involved during this demonstration project. At one point, an RPS was participating in twelve different projects, organizations and committees.

* Steps 3, Working with the Community, and 4, Defining a Problem Situation, take place concurrently

The general guidelines suggest, "Take part but don't take over," primarily to build opportunities for local residents to assume leadership roles. Another reason for this suggestion is that anyone who attempted to play major roles in all of these activities would be over extending oneself. Show support by attending meetings, taking part in planning and discussions, giving ideas but not running programs.

Since you will be participating in many activities, you are in a position to inform others about what is going on in the area in an attempt to coordinate activities. This sharing of information led to many cooperative efforts during the demonstration.

You may want to increase your participation in specific activities as you form overall goals and see that one or more existing activities may help you attain these goals.

PATTERN OF PARTICIPATION - RPS Activity Chart A through D illustrates the number and variety of activities in which the RPSs were involved. Commonalities in their patterns of participation include:

1. No activities started the first month.

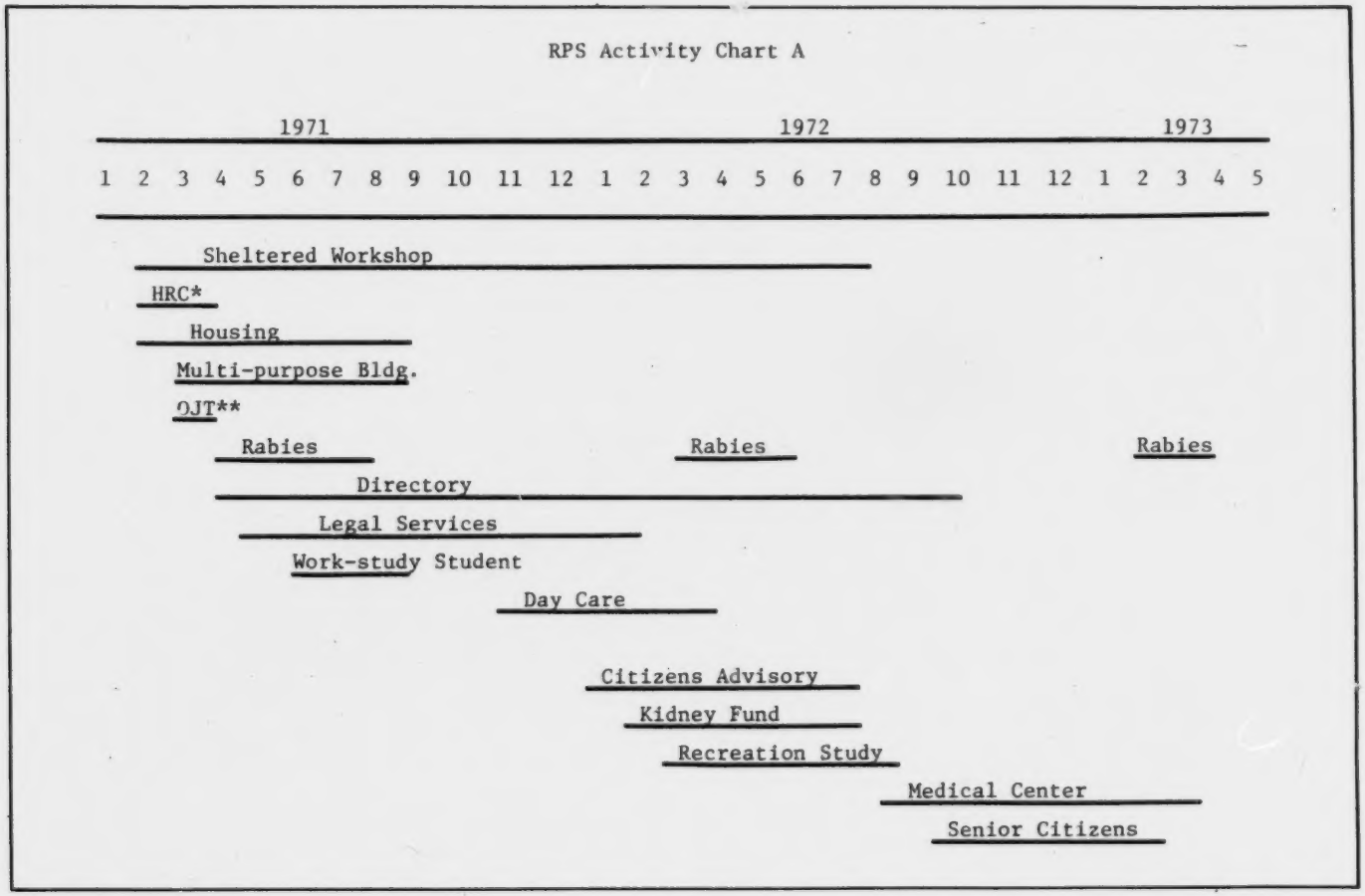
2. The maximum number of activities usually occurred between 8 and 12 months after entering the community, which illustrates the time needed to reach Step 3.

3. Within the first year there were a few short-term projects combined with active participation in a few broad based community organizations.

4. In the second year the RPSs concentrated on long-term activities interspersed with an occasional, timely short-run activity.

During the first year of operation, if you join organizations and begin activities too soon, perhaps not enough background work will be completed to insure an adequate understanding and analysis of the area. If there is not an adequate understanding of the area, it is difficult to achieve long-term success. The RPS represented in chart A was involved in his maximum number of activities during his first six months, and all of them were "project" activities. It can also be seen that there were no long-term continuous activities taking place during year two in this example.

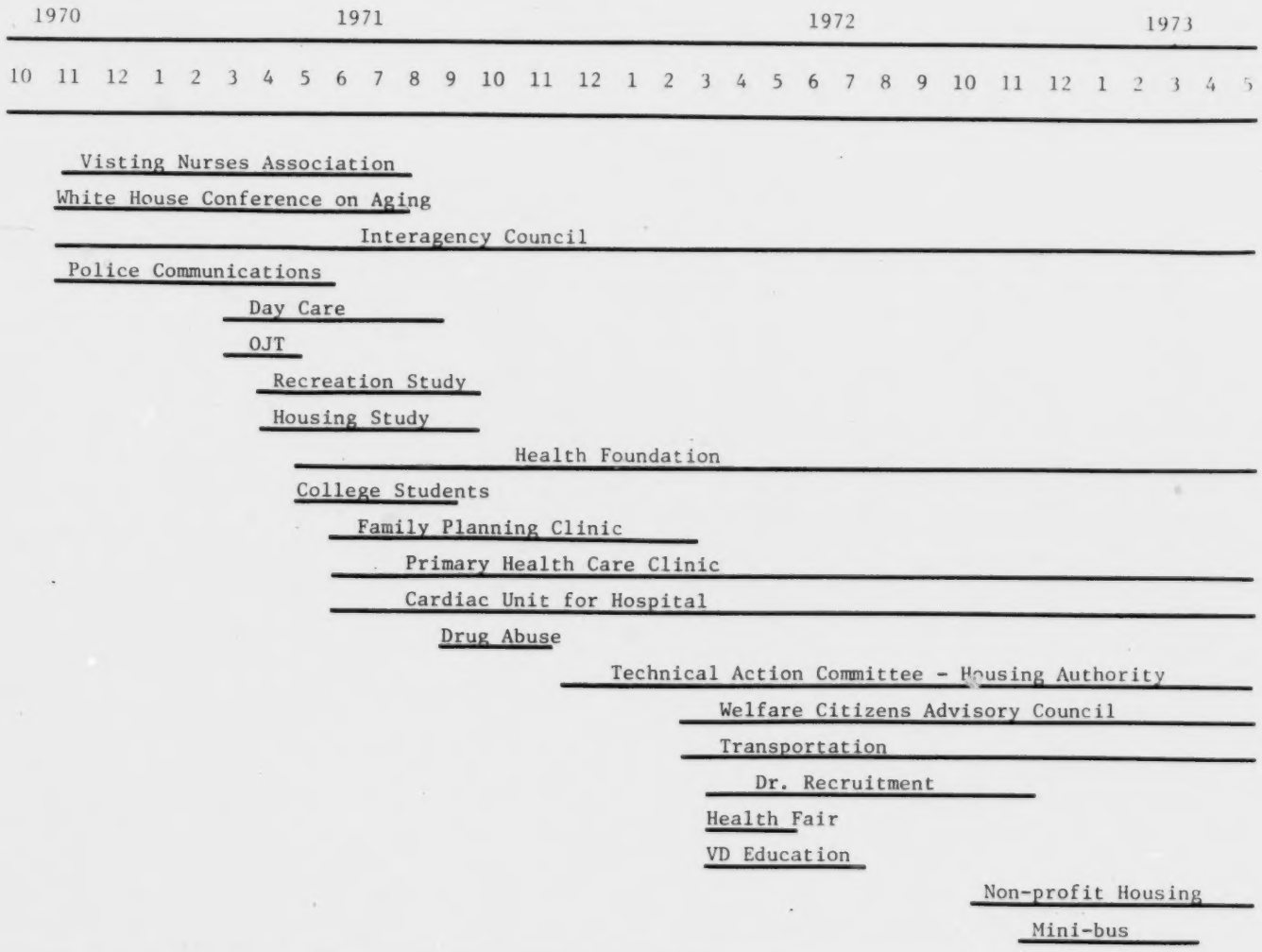
To elaborate on the RPS Activity Charts, two examples are given that explain the nature and scope of RPS involvement during a one-month period.



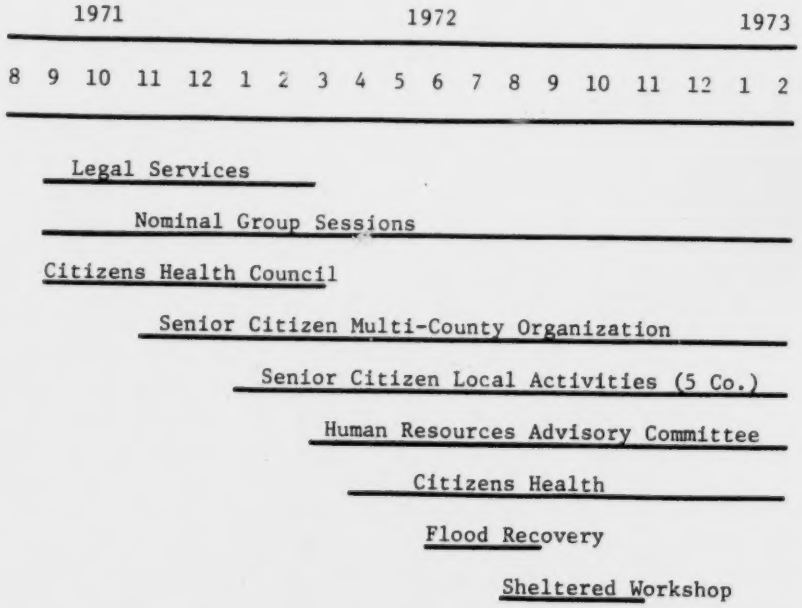
*HRC - Human Resources Council

**OJT - On-The-Job Training

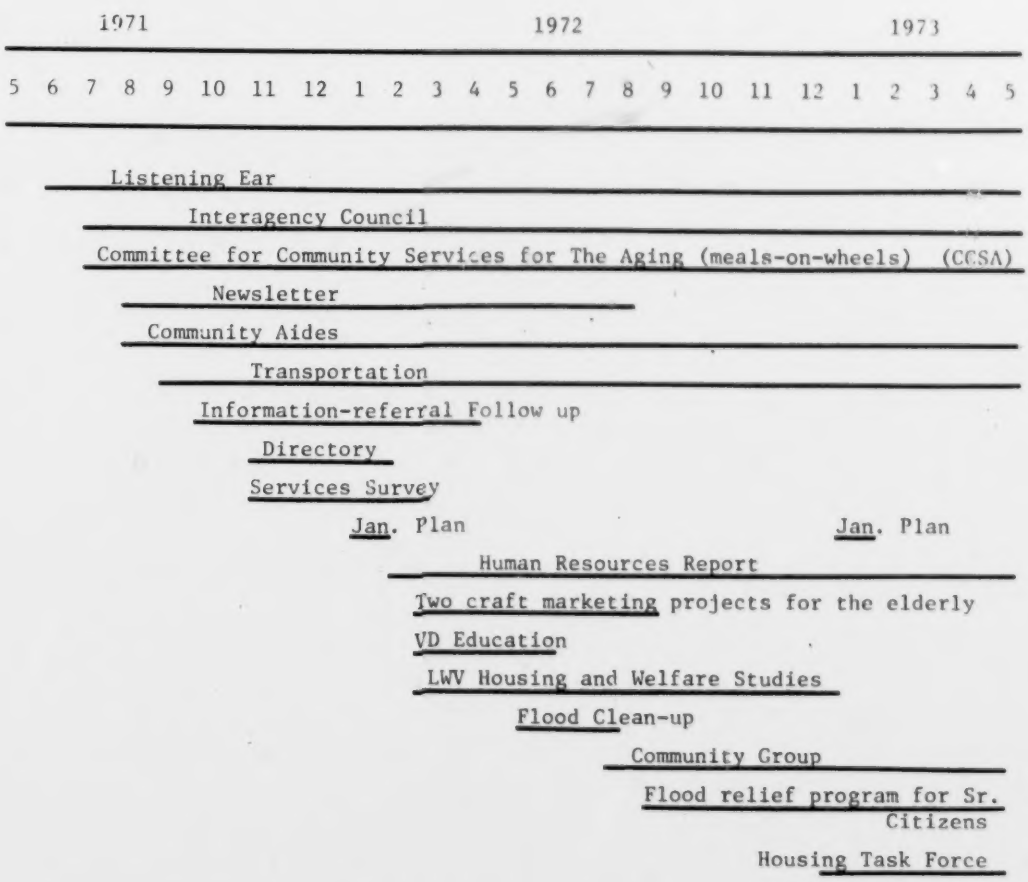
RPS Activity Chart B



RPS Activity Chart C



RPS Activity Chart D



EXAMPLE 1: RPS Activity Chart C - August, 1972

1. Nominal group sessions - RPS regularly held nominal group problem identification sessions with various small groups.

2. Flood recovery - RPS helping to coordinate centers where flood victims could apply for help. Inspected housing and assisted with relocation of flood victims.

3. Sheltered Workshop - Sheltered workshop board of directors invited RPS to a meeting. RPS is asked to help with efforts to expand program and facility. RPS agrees to work with committee.

4. Senior citizen regional organization - Plans well underway for a regional network of senior citizens organizations. Grant request approved. At this time staff recruitment and work on the establishment of five-county task forces and a regional advisory board has begun.

5. Senior citizen local activities - RPS attends meetings of senior citizen clubs throughout five-county region providing ideas for local programing.

6. Human resources advisory committee - A committee, part citizen and part staff, as part of the planning commission, reviews and comments on human resource problems and projects. Committee meets once a month. RPS takes part as a staff member.

7. County Citizens Health Council - Member of senior citizens committee; meets once a month.

EXAMPLE 2: RPS Activity Chart B - July 1971

1. Visiting Nurses Association - Closing activity; grant request submitting; RPS maintaining contact with the Regional Health Council regarding status of grant.

2. White House Conference on Aging - Closing activity; conference over; evaluation completed; RPS makes recommendations to State Bureau of Aging.

3. Recreation study - Three college work-study students assist recreation committee and conduct survey under the supervision of RPS.

4. Housing study - In early stages; RPS discusses idea of low-cost housing corporation with various community members.

5. Health Foundation - Early formation of organizational structure. RPS helps to develop consensus on need for and goals of the organization.

6. Family planning - First meeting of an interagency committee to discuss topic.

7. College work-study students - RPS places 11 students in various community organizations, supervising three students himself.

8. Primary health care clinic - RPS having early discussions on the topic with the Regional Health Council.

9. Cardiac unit - Newly chosen goal of the health foundation; RPS initiates contact with the hospital.

10. Interagency council - RPS is an active member; council meets once a month.

11. Day Care - RPS on 4C Day Care Committee

COMMUNITY INPUT TO EVALUATING INVENTORY

Working with broad based community organizations provides an appropriate audience for the presentation of inventory findings and the discussion of their meaning. Working together in a joint analysis enables citizens to share and evaluate information and eventually make decisions about their community; and interacting group may be best for these purposes. If you use this "brainstorming" method, initially it may help in evaluating and synthesizing all of the fragmented data you may receive. Later this technique can be used to gather support for an idea or to arrive at a group consensus.

Consider these points when you are working with groups to make decisions about the community:

1) In group decision making, the direction of discussion is shaped by the presentation of information. To prepare for a meeting of this type, it is important to a) consider the specific group with which you will be working, and b) organize your information in a clear visual presentation so that it provides a good basis for discussion. The problems and solutions agreed upon by community participants are influenced by the presentation of supporting information, which can give the RPS an important role in developing consensus and shaping public opinion.

2) How well people perceive facts affects decision making. It is important that misconceptions concerning issues are kept to a minimum. Make full information available.

RPS Comment:

"There are many misconceptions on the part of the citizens. Much misinformation is being spread because some people want to keep things secret. This must be corrected. Give out information.

RPS Comment:

". . . must constantly educate and inform everyone concerned."

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3) Who raises the issue can affect decisions. Bringing certain people together with particular issues may create biases or the appearance of biases. Also, some people generate support regardless of the issue while others create antagonism. It is not necessary for the RPS to be the one to call a meeting or raise a topic. Someone else could initiate conversation on the subject of concern and the RPS could support the issue with inventory data.

RPS Comment:

"The Think Session was called by the Chamber of Commerce and run by its president, not me; that's the way it should be."

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4) Each community has a different leadership structure. In some communities, a single individual or group of individuals tend to exercise significant influence regardless of the issue or activity. In other communities, influence is diffused among a number of individuals or groups, each of whom is concerned with different kinds of issues. It is necessary for you to know for each issue whose approval is necessary for acceptance.

5) Many people do not participate in decision-making. Those people who take an active part in community affairs constitute a small minority, while those who are generally inactive make up the large majority.

A community's social participants are usually those people with a higher socioeconomic status; those with a lower socioeconomic status tend to be inactive. As a result of this inbalance in participation, one group in the community will have more influence than another and their values will likely dominate decisions. This general "slant" must be recognized in both the presentation of information and the formulation of goals. The various groups making decisions about the community must develop a total community awareness.

6) In the collaboration between RPS and citizens, group members must not only accept and understand the data but also develop a strong interest in doing something about the problems revealed by the data. Before this commitment can be developed, citizens need the chance to voice anxieties by asking questions and posing objections - in a general feeling out of the issues. This is another reason why an interacting or "brainstorming" approach is a good way to involve people in evaluating issues and reaching decisions. Once there is actual intention to initiate action, the discussion leader must channel energies of the group toward a group decision and a <u>public commitment</u>.

7) A common problem is having ideas acknowledged by others besides the particular group with whom you are working. It doesn't do much good if one particular group accepts a certain diagnosis of the information gathered if the rest of the community rejects it. This is a common pitfall. One group attempts to launch a campaign but finds that the rest of the community won't even acknowledge the need for change. The RPS's participation in a variety of community organizations can help form some kind of cohesiveness among segments of the community.

When you work with community groups before any project activity can begin, it is important that the groups with which you are working understand the survey findings, agree on the direction of change and are committed to action. These concepts should be acknowledged by a range of community segments.

In review, Step 3 provides the RPS with 1) knowledge of community concerns, 2) a pool of activities, 3) feedback on ideas, and 4) an arena for decision making.

EXAMPLE 1: Senior Citizen Flood Relief*

<u>Context</u>: RPS, employed by a Planning Commission, has been in the area one year when the region is flooded as a result of Hurricane Agnes. Relief

* Process discussed in Chronology #1, program discussed in Appendix V.

efforts are fragmented and disorganized. RPS helps with the flood recovery efforts, assisted by community aides with whom she has been working for 10 months.** RPS involved with a variety of senior citizen activities among others represented on RPS Activity Chart D.

Experience: RPS learns of funds available from the state to help the elderly who are affected by the flood. She heard about this money incidentally while speaking with personnel from a regional agency. That is one good reason to keep in touch with a wide variety of people. She obtained permission from the planning commission and the county commissioners to apply for these funds. The RPS gathered data on the success of the community aides in helping people receive services and on the needs of the elderly flood victims. She presented this information and a suggested program to a group of concerned professionals and citizens that she called together specifically for this purpose. The issues were discussed, adjustments made to the suggested program and a revised proposal was developed. This advisory committee became primarily an active mailing list for updates on the progress of the proposal through funding channels. The people involved in the preparation of the proposal continue to be involved in the program.

EXAMPLE 2: Community Health Foundation*

Context: RPS, an independent agent in the area for seven months, discussed the need for a citizen mechanism to improve area health services with a few citizens influential in "moving" the community; found agreement.

Experience: RPS convinces Chamber of Commerce president to hold a "Think Session," open to the general public - topic: needs of the area's state-owned and operated general hospital. The idea of a non-profit community action group was discussed with no response.

During the next three months, the chamber held forums on the topic where the RPS presented information supporting the need for a foundation and procedural advice on establishing one. The concept was adopted and carried out.

** Community Aide concept discussed in Appendix VI.

* Process discussed in Chronology II

GENERAL GUIDELINES FOR STEP 3

1. Have most of your inventory completed before beginning Step 3.

2. Be selective in your participation; choose activities with broad representation and broad community concern.

3. Show support by attending meetings, participating, giving ideas but not running programs.

4. Look for possible coordination of separate activities.

5. When presenting ideas, first test them out by discussing them with a few people who have a pulse on the community before making suggestions to a group. Get feedback on your ideas from a variety of groups.

Step 4 Defining a Problem Situation*

From all the information gathered so far, a diagnosis needs to be made. You must determine what addition and/or modifications in the existing social structure are essential for it to 1) perform more effectively, and 2) provide for its needs more fully. Based on this evaluation select goals directing all of your future activities as an RPS.

At this point you should have at least the following information:

All human service agencies serving the area

All social services provided in the area

Community needs perceived by the area's human services professionals

Community needs perceived by some of the area's residents

An example of how the community works on a project

Many of the area's organizations and committees and their activities

Taking all this information into consideration, what problem situation do you feel is within the RPS's role, your abilities and the community's interest?

* Steps 3, Working with the Community, and 4, Defining a Problem Situation, take place concurrently.

The number of problem situations will be narrowed because the community may agree with only some of the problems you recognized (Figure 2); of those that the community recognizes only some are feasible; of those issues considered feasible to deal with, the selection is further narrowed by the RPS's particular abilities.

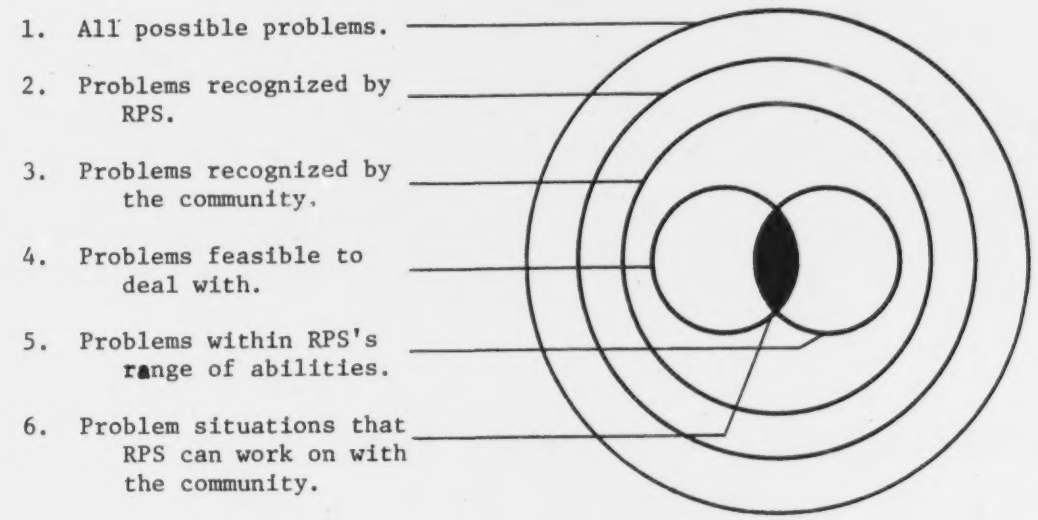
1. All possible problems.
2. Problems recognized by RPS.
3. Problems recognized by the community.
4. Problems feasible to deal with.
5. Problems within RPS's range of abilities.
6. Problem situations that RPS can work on with the community.

Figure 2. Limiting Problem Situations

One RPS realized that there were many services offered in the area by a wide variety of agencies, but the eligible people in need of services were not taking advantage of them. With the general "problem situation" defined, the RPS's goal was the improved delivery of existing human services. This goal is appropriate for an RPS to consider because it attempts to more effectively use existing community resources to bring services to people and other professionals in the community; no one else has the responsibility of tackling the problem.

Another RPS learned that the local people in his area felt they had little control over community events. They recognized problems but felt helpless to do anything about them. The RPS referred to this attitude as the "Coal Baron" influence, prevalent in declining mining towns. Although there were some organization and agencies working in the area, they reflected the same attitude, and thus were ineffective. The RPS's goal was to overcome this feeling of helplessness, to enable the community to be confident and able to help itself provide needed services. This is an appropriate goal for an RPS because it is aimed at increasing community capabilities and developing local leadership as well as providing services.

A third RPS saw the major "problem situation" in his area as one of general lack of awareness about area problems or needs. Residents felt there were no major problems and if problems did exist they were someone else's responsibility. Although this was recognized as a major problem, the RPS did not choose the correction of this situation as a goal. Instead, he continued to look for an area of community concern. When he recognized that general support was not forthcoming, he initiated projects with minimal support. Such efforts were ineffective.

GET TO THE ROOT OF PROBLEMS

When analyzing the problems of a community, do not mistake the symptoms for the basic difficulty. Usually it is easier to recognize the undesirable effect of a problem than it is to discover what causes it.

There are many examples of attempts by RPSs to get to the source of problems. The RPS who worked primarily on senior citizen services realized that there were already many services available to this segment of the population and that there were many state and federal programs available to be implemented. The problem centered around the senior citizen's changing role in society. More important to them than direct services was the opportunity to stay in, or get back into, the mainstream of life and to stay active. Services were important, especially if the elderly provided them themselves and could help others who were in need. Programs were important when they stressed the involvement of older people in on-going community activities. The RPS saw his role as helping this very large segment of the area's population to find a legitimate role in society and creating a viable power group as their spokesman, see Chronology III.

Another example concerns the RPS who worked with the Inter-agency Council and defined a problem from complaints about poor coordination of services. The problem was definded as poor communications by both the RPS and the Inter-agency Council membership. Mechanisms were developed to improve communications (a newsletter and a calendar of agency events). Although there was initial enthusiasm, the programs were gradually discontinued. The relevant parties were receiving more information about programs of mutual concern, but agency personnel did not know how to make use of the information. There was no place in the structure or operations of most agencies for innovation and flexibility. They are required to administer specific programs and don't have enough staff, time, or money to do much beyond that. So the problem appears to be more extensive than communications.

DEFINE INTERMEDIATE OBJECTIVES

It is not possible to accomplish major goals immediately. Intermediate objectives need to be defined. These objectives are task-oriented, in order to put programs into operation that are directed at reaching the more general goal. Intermediate objectives define specific issues which people can comprehend as a basis for their change attempts. An example of task-oriented objectivesunder the general goal "improving the delivery of existing human services" might be 1) providing information about services, and 2) eliminating red tape in applying for services.

After identifying general goals and task-oriented objectives, it is necessary to develop techniques and strategies in functional terms. Develop sets of activities dealing with various components of the problem. An example of a set of activities dealing with a component of the problem above, "providing information" might be 1) a newspaper column, 2) a directory of services, and 3) a telephone information and referral service.

Translating task-oriented objectives into program activities is the task of Step 5, Working Toward Change. These activities may best be pursued through the various community groups with whom you are working. During the demonstration project it was found that, in most cases, community groups were willing and able to deal with generalized goals and could make decisions about the character of programs and short-term projects. The accomplishment of intermediate objectives is the reward groups need to sustain interest and commitment to long-range goals.

If community groups are not willing to deal with long-range generalized goals, agreement on task-oriented, short-run intermediate objectives may be easier to achieve. As a variety of short-run projects are implemented by these groups, the general trend may be recognized and citizens may then feel capable of making a commitment to broader goals for change.

GENERAL GUIDELINES FOR STEP 4

1. Your goals may be rational and directed at "desirable" change, but groups in positions of power may have goals that conflict with what appear to be rational, appropriate goals for action. A vested interest may offer such strong resistance to change that it cannot be overcome.

2. Work with those community problems that fit your abilities and interests; apply your strengths.

3. Get to the root of problems. Attempt to cure the cause of problems rather than the symptoms.

4. Use intermediate goals to reach a major objective. Intermediate goals are means to an end, rather than ends in themselves.

Step 5 Working Toward Change

Your task in Step 5 is translating abstract goals into a coordinated set of mutually supportive projects and activities that mesh with community needs and goals. A series of activities should be selected that will eventually lead to the adjustments in the community system that are needed for it to function effectively.

During Step 4 you defined a problem situation, analyzed it and set goals for solving it. Understanding a problem helps show what should be done to remedy it, but it doesn't say how to do it. Translating these goals into solutions is one of the most creative parts of the RPS's job.

COMPONENTS OF SOLUTIONS

The two major components found essential to all solutions in the RPS demonstration project were 1) an institutional or organizational component, and 2) a service component.

As an example, you may find that an area needs an organizational mechanism for planning and providing health services. A group of this type can be formed, but to develop experience, leadership and credibility the group must practice its function of planning health services.

In contrast, if the area is in need of health services, increasing the number of doctors may be your major service objective. But to make the best use of these doctors a delivery system must also be developed.

The ability to have goal categories that deal with both process and product is a valuable characteristic of the RPS position. This role allows for "follow through" on projects, which is very important to a program's continued stability.

At various times the RPS is a catalyst, teacher, fact-gatherer, facilitator and an implementor. At one point the RPS facilitates a process of problem solving--encouraging communications and emphasizing common objectives. This process develops an organizational base for future programing, at which time the RPS may encourage organizations to implement programs.

APPROACHES TO SOLUTIONS

There were basically two methods of approaching solutions used during the demonstration project. One approach was to use a series of activities that progressively built on each other until the ultimate goal was reached. This approach could be called sequential. A second approach used a set of related but independent activities all directed at the same goal. This approach may be called cluster.

SEQUENTIAL APPROACH - Chronology II Community Health Foundation, is an example of a concerted effort to reach a goal. This is not to say that only one activity was involved. As the chronology illustrates, there were many varied activities that built on the success of a previous project. Figure 3 represents this process, illustrating the organizational and service components of the RPS's efforts.

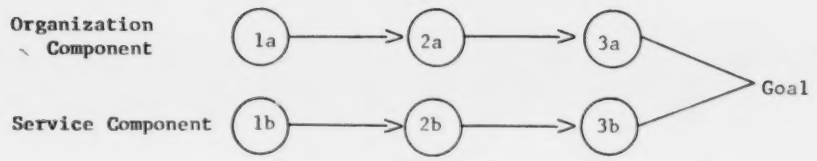

Figure 3. Sequential Approach to Problem Solving

1a = pre-organization activities, stimulating concern about health needs

1b = RPS helps to expand a local Visiting Nurses Association service; brings attention to possibility of improving health services

2a = citizens committee incorporates, sets goals and establishes initial project

2b = provides cardiac unit for local hospital

3a = committee gains confidence and credibility; it grows in membership and expands functions

3b = develops a Primary Health Clinic--a long-term, large-scale project

Accomplished Goal = a health planning mechanism with experience and credibility, and improved health services for the community

Using this approach you must recognize the progressive encounters in the process and guide the phases of change. Appropriate timing and a series of successes maintains interest and enthusiasm. It is important that the community not try to do too much too soon. Failures lead to frustration. Going too slow may also be frustrating. Keep a program moving. At every meeting, action should be reported and some future plan for action should result.

Using a sequential approach achieves a concentration of effort which builds strength in two ways: 1) the skills of those citizens involved with the programs are developed by their continuous close exposure to the planning, decision-making and project implementation. The same people will most likely be involved during the entire process. They will have the necessary know-how to continue programs after the RPS leaves the area. 2) Each progressive project effort can expand to larger, more ambitious activities, because they are built on a foundation of experience and acceptance. This method is good to use in building an on-going citizen action committee because of these strong points. Chronology III Senior Citizen's Regional Organization, also demonstrates this process.

CLUSTER APPROACH - There is no one chronology that illustrates the cluster approach to problem solving. By definition, it is not one continuous process. It is many different and independent activities all directed at

the same basic goal. Figure 4 illustrates this approach using an example from Step 4 with the goal of "improving the delivery of existing services."

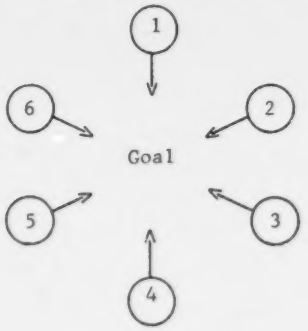

Figure 4. Cluster Approach to Problem Solving

The programs or projects aimed at the goal of improving the delivery of existing services could be:

1) A newspaper column telling people about available services

2) A directory of human services so people will know the appropriate place to go for services or will be able to refer others to appropriate services

3) A telephone information and referral service so people could call for help

4) Community aides to provide outreach to look for people who need help but are not looking for it

5) Information booths at surplus food centers, post offices, shopping areas to explain services and inform those eligible where and how to apply

6) Regular feedback from outreach workers to service providers about the problems found among the needy

Using this approach, it is possible to have a large and varied range of participants. Project responsibilities can be divided among many different groups. Successes can be effective on their own; failures also do not affect other programs. This approach is particularly appropriate to the example goal of improving the delivery of existing services. What better way to get more services to more people than by having as many people as possible concerned and informed about what is available?

Before you decide on specific activities:

1) First look into your pool of activities. If there is an existing activity that relates to the general goal, increase your involvement in it. This may be your easiest means of delving further into the problem. It may be possible to gradually expand this initial activity.

RPS Comment:

> *"You can't do more than a community wants to do. Do what they want first. Gain enough respect to be able to do what you want. If they respect you, they'll respect your ideas. Don't just expect people to follow you."*

2) Moblize groups into action. Which ones? The group or groups with whom you work may depend on your problem-solving approach. When a sequential approach to developing activities was used, one RPS preferred working with an ad hoc committee (after attempting to work with an existing organization). Since a group of this type is formed for a particular purpose, the RPS felt it was easier to control, develop and maintain enthusiasm, in this case, for the Community Health Foundation, (Chronology II).

An existing organization(s) may be effective if its goals are the same as yours. Expanding the purposes of existing senior citizen organizations developed the desired planning and programming mechanism in one of the demonstration regions (Chronology III).

Often there are organizations that lack purpose and direction. Revitalizing this potential tool may not only be a means to develop programs but also an important benefit in itself. One RPS attempted to work with such a group. Although early contacts appeared to stimulate the membership, the relationship deteriorated when the RPS attempted to assume leadership.

If the cluster approach to developing activities is used, a wide variety of groups can and should be involved with programs.

3) Think in terms of the multiplier effect--get the most out of your efforts. Some programs may generate spin-off activities or have other secondary benefits. Take maximum advantage of alternatives that have this potential. As an example, one RPS initiated a recreation study with a small urban area and its surrounding township, two areas without a history of cooperation. Besides working on an issue important to the area, the RPS provided a setting in which citizens could cooperate on a mutually desirable objective and build a base on which future cooperation could occur. A third benefit from this activity was the summer employment of three college work-study students. Another example is a volunteer program developed to help the volunteer as much as the client. If using volunteers to provide services, develop all aspects of the program. Besides concentrating on the service being provided, the administration of the program could be developed into an on-going organization, and the responsibilities and supervision of volunteers could be aimed at developing leadership abilities.

4) Make use of local resources. If early programs can be initiated entirely through local resources, a) it illustrates the area's existing potential, b) it will produce a small comprehensible program, and c) a successfully demonstrated program need may make the community more receptive to external resources to supplement and expand the existing program.

One RPS, as a member of a citizens' committee, helped initiate a self-sufficient meal-on-wheels program using volunteers to coordinate the program and deliver meals. A nursing home kitchen was the base of operations. Churches donated meals to those who could not afford to pay the fee themselves. During the first year of operation, the program was used widely and the number of users continues to grow. The committee is considering incorporation to be eligible to receive federal funds. Although the citizens committee prefers to remain self-sufficient and independent of government funds, the growing clientele and the demonstrated need for a meals-on-wheel service is making them more receptive to the idea of accepting help. A paid staff will soon be required to provide service to all who want it.

RPS Comment:

"There is no need to start out with a huge production; keep things small with a self-sufficient program. If the program expands, it will be evident that there is need for a government program."

RPS Comment:

"Do the easiest and least expensive first; minimum input for maximum output."

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5) Always use positive action, never negative action. If a power structure is too concentrated, with just a few people having input to community decision making, a negative solution would be to discredit existing leaders. A positive solution would be to develop more leadership roles and a method of increasing citizen input into community decisions.

6) Develop cooperation among agencies. Often there is little cooperation between agencies that supposedly have similar objectives. Agency "turf" problems are demonstrated in two dimension - problem area and geographic area. Overlapping problem areas may be a point of conflict if attempting to combine or consolidate a range of services. For example, should a meals-on-wheels program be administered by the senior citizens organization or the health agency? Should a youth services bureau develop a drug education program, or must this be done by the mental health agency? Similar problems

may occur if attempting to develop services of use to a broad range of institutions and clients such as transportation or referral services. Many agencies have funds for these services but want to use them exclusively for their agency operations.

Geographic jurisdiction of service providers may also create difficulties if attempting to provide a range of services to one geographic area. Usually the various service agencies have different administrative regions, and rarely do they coincide. Perhaps a service district may even divide your area, requiring that in order to receive one program throughout the area, two different offices and their staff personnel must be involved. The larger your area, the more likely it is that these problems will affect your programs. Figure 5 shows the largest RPS work region in the study which illustrates a geographic jurisdictional problem.

But all of these cooperation problems can be overcome. Cooperation is all that is necessary, and it was achieved in most cases during our study. The problems of interagency cooperation must be recognized and dealt with to some extent in every RPS situation.

RPS Comment:

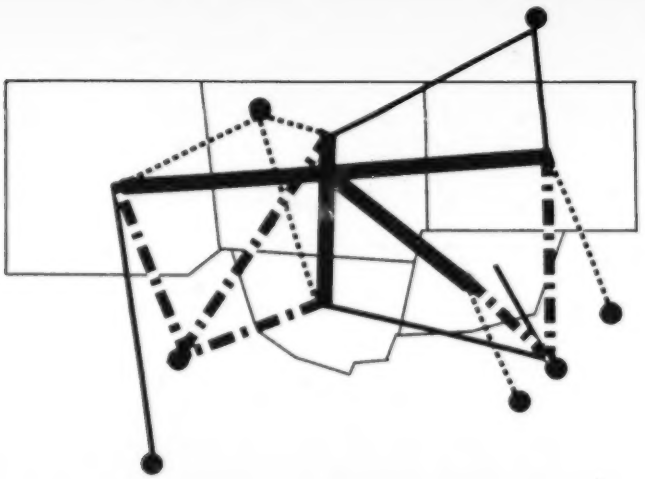
"Agencies have identity problems. Sometimes they are afraid to cooperate for fear of losing their identity. They are fighting for their lives."

7) Citizen action groups or decision-making bodies are often formed to create greater community autonomy, i.e., control by local people over the goals, policies and operations of the local community. Through these groups autonomy is strengthened by the ties developed between community groups and organizations, which develops a cohesiveness. But at the same time it should be recognized that local determinism is weakened by the increased orientation of citizens and local organizations toward area, state and national bureaucracies which influence local activity. This discrepancy need not be reconciled, just recognized. Complete community autonomy necessitates that there be no outside influences on the community, which is obviously unrealistic and undesirable. The goal of providing increased local autonomy is not necessarily contradictory to attempts to increase a non-local orientation unless an extreme view is taken toward either position. The various levels of decision making can be complementary if they work together for mutual benefit.

8) You are dealing with many deep values. Many of the politically and socially conservative attitudes of the early rural immigrants, e. g. economic independency and autonomy, are prevalent among today's rural population. The RPS may feel the goal of providing community services for the poor is a good objective. But many of the people who may be defined as poor by some agency standards do not consider themselves as such. Most equate the poor

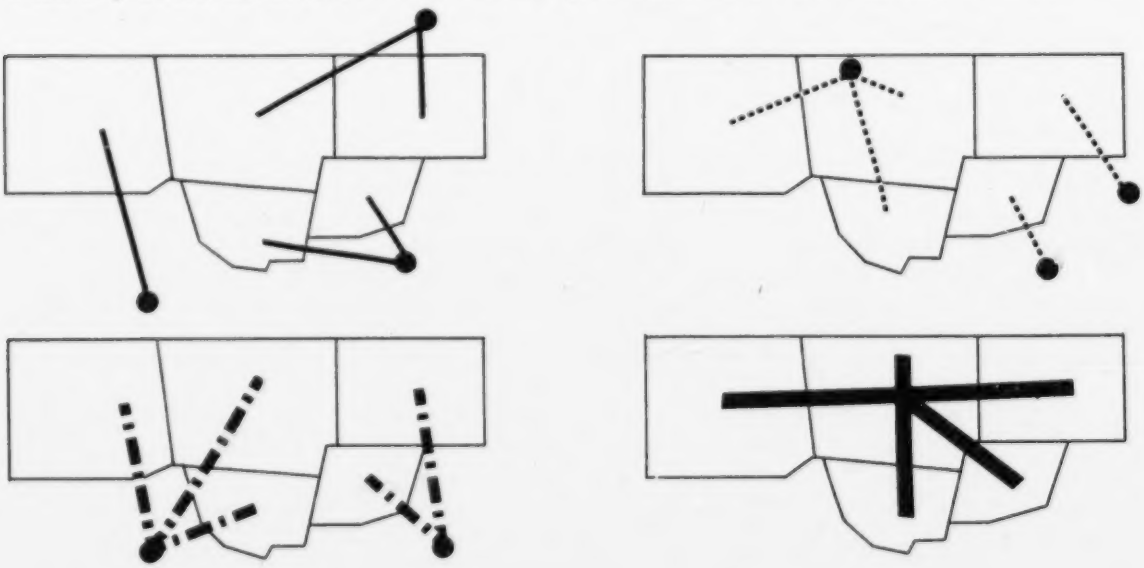
Figure 5: Multi-County Human Service Agencies

A Visual Perspective for a Five-County Area



● Location of a human service agency regional headquarters
——— Health Councils
..... Mental Health/Mental Retardation
- - - - Educational Services (I.U.) Intermediate Unit
▬▬▬ Resource Conservation and Development

The complexity of providing varied human services in a multi-county area is illustrated in the visual perspective above. The overlapping and dividing of service regions of just four human service organizations demonstrates the difficulty of providing coordinated comprehensive services to this region. Each map below illustrates the service jurisdiction of one service agency.



with those on welfare. Many rural people dislike "handout" programs, and there is a stigma attached to using such a program. Because of this attitude federal and State programs, as initially structured, often do not suit local needs or philosophies. The lack of respectability of many public social services hinders their use even when the need is great.

Step 6 Leaving the Community

The main test of the RPS's help is the stability and permanence of changes when the RPS project is no longer actively working in the community. There are two basic ways to terminate the RPS's special helping relationship without disrupting new activities.

1. Transferring problem solving-skills to local residents, and

2. Incorporating the RPS role permanently into the community's organizational structure.

1. The RPS has a variety of skills and plays a variety of roles within a community. The various functions could be performed by the community members if they developed the needed skills.

As you work with local people, you can help them develop the abilities needed to analyze community needs and solve community problems. It is necessary to start the transfer efforts during the initiation of change. If too much of the work is done by the RPS, there may develop a technical dependency because the skills needed to carry on independently of the RPS would not be fully developed. The process of transferring skills demands a good voluntary relationship; otherwise the attempt to be helpful may be merely irritating. Once sustained participation in some program is obtained, it is important that participants be provided with the skills and resources necessary to continue programs without the RPS. If programs are permitted to collapse when the guidance of the RPS is withdrawn, it will be detrimental to any future plans for change. Without the needed skills and motivations the community may revert back to earlier behavior.

During the approximately two years in the field with this demonstration project, the RPSs did provide problem-solving experiences to community members and sensitized many to the continual need for change and innovation. These experiences include a) working with committees that defined goals, developed programs and carried out the programs; b) working with area, State and federal bureaucracies and the preparation of grant requests; c) organizing citizens at the local and regional levels; and d) analyzing the local situation on a range of subject areas.

At the end of two years no RPS had imparted enough skills to enough people to continue changes without the RPS. This may mean that -

- Two years is not enough time to transfer the necessary skills or,

- The experiences of observation and participation are not the appropriate means of transferring skills, or

- It is not possible to have the role of RPS function effectively in component parts, or

- A volunteer cannot perform the functions of an RPS.

2. The incorporation of the RPS role permanently into the community requires that the community achieve an appropriate attitude toward change, an acceptance of the need for continuous change and flexibility. This is also a form of technical dependency but with a local commitment to make the RPS skills part of the community's organizational resources.

Two of the four RPSs in the demonstration project were hired by the local community in their same or a similar capacity. One RPS who was on the staff of a planning commission was hired by that planning commission. The second RPS who was employed by CSP was hired by a citizens' foundation. Two years appeared to be enough time in these communities to sensitize a community to the need for social planning.

CHRONOLOGIES

Chronology I
Senior Citizen Flood Relief

Community Situation: Area flooded, June 23, 1972, as a result of Hurricane Agnes. Relief efforts fragmented and disorganized. For example, housing programs were the responsibility of housing authorities, which did not exist in this area.

RPS Situation: RPS has been working one year for a two-county planning commission. She is developing a series of technical reports on a variety of social topics, one being Senior Citizens. RPS is using community aides for outreach and to expand the use of existing services. Through the aides the RPS has continuous information on the problems of service delivery. RPS has completed task of introduction and inventory; is familiar with and has a working relationship with local service providers and community leaders. She is working with a few community groups on their projects.

RPS Approach: Consistant with role and strategy for all activities but now in an emergency situation. Wants to use planning commission to coordinate human service delivery and try to get people in need together with the agency that could help. Does not want to duplicate services provided by others; just improve access to existing services.

Selects continued and expanded use of community aides as the best method to 1) overcome fragmentation of existing agencies and deal with a family's total needs, 2) discover those who need help that are not seeking it, 3) followup after services are applied for to check on the process and the client.

The RPS continuously works with agencies, citizens' groups, elderly and flood victims while looking for funding for programs. The process repeats itself and is basically the receiving and disseminating of information received during the RPS's daily activities.

Summarized Chronology

1. Immediate recovery efforts.
2. Planning for long range recovery needs.
3. Implementation of recovery program.

* Program discussed in Appendix 5.

Step 1 - Immediate Recovery Efforts: June and July, 1972

(Late June) 1. RPS attends state HUD meeting for planning commission staffs. Re: emergency provisions for flood. Learns about all flood relief programs offered by planning commissions and other agencies.

2. State OEO meeting for CAP agency staffs. Re: to decide what OEO should do to aid the relief efforts. RPS "crashes" meeting. She comments that a) OEO should not limit their help to CAP agencies; b) the two counties with which she works do not have CAP agencies, were hit very hard by the flood, and have no agency responsible for total human service delivery which is desperately needed; c) she has been using community aides successfully and needs more of these outreach people to help with disaster relief efforts. RPS comments are acknowledged with suggestion that she submit a proposal with a budget and that it would be considered along with CAP agency proposals.

3. RPS familiarizes a community aide with all the emergency programs being provided by various agencies. The community aide contacts all flood relief agencies in the area and requests that they refer to the planning commission all cases that they can not provide all the necessary help. In this way the aide would be able to coordinate relief efforts for the multi-problem family.

(July) 4. Community aide contacts families affected by the flood to make sure everyone who needs help receives it.

5. RPS prepares and submits to OEO a proposal for a human services program for flood relief.

Comment: The program proposal had two basic components: 1) the expansion of the community aid program, and 2) continuation of the planning commission's human resources program. The RPS had continous input through the community aides on the problems of service delivery. The basis of the proposal was to use the planning commission to coordinate human services delivery and try to get the people in need together with the agency that could help. OEO never responded.

6. RPS works on physical flood recovery, including cleaning out her own wet, muddy office and helping others in need.

7. RPS working with flood case studies to see problems first hand. Also seeing first hand agency inadequacies.

Step 2 - Planning for long-range recovery needs: August to November, 1972

(Aug.)

1. RPS submits to OEP (Office of Emergency Preparedness) a proposal similar to that submitted to OEO but more developed based on experiences of working on flood recovery and seeing the lack of coordination, referrals and outreach she had expected earlier. Proposal not funded.

2. RPS working on technical report for senior citizens. Besides gathering statistics, this involves working with senior citizens and the existing programs.

3. RPS speaks with some elderly clubs about available services. Asks what their needs are and what programs they want.

(Sept.)

4. RPS learns through the regional DPA office that the state Bureau of Aging allocated money to certain counties for flood relief to the elderly: County A is eligible for $95,000, and County B for $11,400. Money is to be given to county commissioners. Letter of intent to apply for funds is due in five days.

5. RPS calls chairman of County A's commissioners to inform him of the grant. RPS requests permission to send letter of intent; approved.

6. RPS calls chairman of County B's commissioners to inform him of grant. RPS requests permission to send letter of intent; permission refused. Commissioner insulted at the difference in amounts of money granted; felt not worth applying for such a small amount of money. RPS feels the low amount was a mistake and requests permission to see if the amount could be increased; approved.

7. RPS sends letter of intent to apply for Bureau of the Aging Flood Relief funds for County A. Letter signed by all county commissioners.

   Comment: First letter in the state received by the Bureau.

8. RPS prepares for a meeting to form an "advisory committee" to help develop a proposal. Invites every agency serving the elderly or the flood victims, ministers, nursing homes and clients. Purpose of meeting is 1) to develop a senior citizens flood relief program; 2) to let everyone involved know what everyone else is doing; 3) to diffuse political power by putting program responsibility over a large number of different elements.

(Oct.)

9. Meeting of the Senior Citizens Flood Relief "Advisory Committee." RPS informs group about available grant. She presents her ideas on what the proposal should include and receives comments and suggestions.

10. Comments at the above meeting are incorporated into the proposal and copies sent out to the advisory committee for comments. Final proposal submitted.

Comment: Following the original meeting, the advisory committee is primarily a mailing list.

11. RPS speaks to Kiwanis club and Interagency Council about flood proposal.

12. RPS goes to state capitol, Bureau of Aging, to discuss the proposal submitted for County A, and to check on the amount of money allocated to County B. Some items in the proposal are unacceptable according to unwritten guidelines. County B's grant will be examined.

13. RPS revises County A's proposal according to state guidelines.

14. RPS calls regional DPA to find out about County B's funds. Speaks to director who says it is the responsibility of the assistant director; the assistant director feels the director should know.

15. RPS calls regional DPA again to see if anyone has found out about County B's funds. No one knows.

16. RPS visits regional DPA to make sure someone finds out about County B's funds.

17. Other counties in the state are requesting copies of the RPS's proposal to use as a model.

(Nov.) 18. RPS learns that County B's grant is raised from $11,400 to $48,000. County commissioners agree to apply for funds. RPS sends letter of intent.

Comment: RPS begins similar procedure used in County A with a similar proposal scaled down to fit the smaller budget. Advisory committee is composed of many of the same members because most agencies serve both counties. The second proposal was handled by mail, telephone and informal contact rather than a formal meeting.

19. Planning commissioners and both county's commissioners approve technical report on senior citizens.

(Dec.) 20. RPS learns that County A's proposal approved.

Step 3 - Implementation of recovery program: January, 1973

(Jan.) 1. Contracts arrive from Bureau of Aging, DPA, for both counties. (Still no money)

2. Locating elderly to fill staff positions; using newspaper ads, referrals and personal inquires at senior citizen meetings.

(Feb.) 3. A director hired for each county. Some outreach workers and other staff hired. Still many openings.

Comment: County B loaned the program money so the staff could start working before state funds arrived. County A did not start work until state funds arrived. (May)

(March) 4. RPS trains outreach workers. They are to interview all elderly affected by the flood to find out what their needs are and if they have taken advantage of available programs. They also inform the elderly about the new program that will provide services and request that they take advantage of it.

5. Outreach workers start in County B, as well as some chore services.

(April) 6. RPS meets with flood program directors from six counties. Discuss mutual problems. Develop forms for reporting to the state.

(May) 7. Outreach workers begin in County A.

(May) 8. Checks arrive for first quarter from the state.

9. Staff increases and receive more calls for services.

Comment: As of June, 1973, 256 households (58 - flood; 198 - non-flood) have requested and received services. This is about 336 people. Services requested are homemakers, lawn care, chores, house repairs and transportation.

RPS is looking for money to continue the program past the one year's funding.

Chronology II
Community Health Foundation

Community Situation: Doctor shortage, with old age rapidly incapacitating the practicing physicians. There is a shortage of leadership in health and welfare services due to "coal baron" influence; local people feel little control over community events except through political efforts. Strong provincialism exists within the county between small communities; very little inter-community cooperation.

RPS Situation: RPS a "free agent" living in area seven months. Completed task of inventory and introduction; familiar with local service providers and community leaders. Completed task of working with a small project of community interest with existing local agency personnel. A success in this project established some "credibility."

RPS Approach: RPS selects development of a primary health care clinic as his major service priority because:

- Regional health planning organization wants to place a clinic in area.
- Local citizens have voiced concern about various health related services.
- Health is an area of concern to all and should meet a minimum of opposition.

RPS strategy is first to develop a planning mechanism within the community--a citizen's group to work on health needs. This would:

- Develop local leadership.
- Develop a group whose purpose is to solve health problems.
- Develop a power base for legitimacy and acceptance as well as for coercive power when necessary.
- Diffuse the hospital's power of being the only planner and provider of health services.

Citizen group should develop into a non-profit corporation which would eventually initiate a variety of health services and programs. RPS projects that the citizen's group, through their own studying and evaluation of health problems, will plan on an increasingly regional scale. This will help overcome the lack of inter-community cooperation.

Summarized Chronology

Step 1 Develop corporation structure.
Step 2 Develop credibility of corporation.
Step 3 Expand responsibilities.
Step 4 Re-organize.
Step 5 Undertake new functions.
Step 6 Stablize using professional staff.

Step 1 - Developing a citizens non-profit corporation: May to August 1971

1. In discussion with Chamber of Commerce president, idea of community "think sessions" developed; a forum for ideas about the community. The president presented ideas to the chamber; approved; sponsored first "think session," and invited public. In this way the RPS is not calling his own public meeting; instead an accepted long standing organization was the sponsor and RPS had no connection.

2. A series of meetings were held to: 1) develop awareness of health problems; 2) create a feeling that through community action the problems can be solved; 3) structure organization.

    a. A first "think session," local health problems and the formation of a non-profit group to deal with them were discussed. Decision to have further meetings on this topic.

    b. Second meeting (6 weeks later): specifics of forming a group discussed.

    c. Third meeting (2 weeks later): committees formed on 1) bylaws and constitution; 2) fund raising; 3) nomination; 4) building construction.

    d. Fourth meeting (2 weeks later): incorporation papers signed by 36 organizations and agency representatives; 197 signatures by end of summer. Temporary officers approved; first project selected; cardiac unit and fund raising plans initiated.

3. During the process of the four meetings mentioned above, much background work was done to create interest and gather support.

    a. RPS initially "sold" idea to a few (four) influential people who served as initiators by spreading the word.

b. RPS and initiators spoke to agency personnel, doctors, politicians, citizens etc. about both the areas health problems and the potential of a non-profit group to deal with them.

c. RPS keeps in contact with the regional health planning council, informing them of progress, maintaining good relations and guaranteeing their continued interest in his project.

Step 2 - Developing credibility of health foundation: September 1971 to March 1972.

Comment: There were three main ingredients to developing credibility of the health foundation: education and support, fund raising, and an initial project that related to an immediate local concern.

1. Education and Support activities focus on both the general public and medical professionals.

   a. General Community - RPS and foundation leaders speak to many civic clubs about health problems of the area, the foundation's goals, what other areas have done. RPS suggests, but does not mention specifically, developing a primary health care clinic. Coverage by radio and press. Spreading the name of the foundation. Gaining support.

(Late Nov.)

   b. Doctors and Hospital - Doctors in the hospital becoming "suspicious" of foundation. RPS makes special appeal for their support. Calls meeting of all local MDs to explain benefits of foundation and to express how important their inputs are to the community effort.

(Late Dec. early Jan.)

2. Tense political conflict within hospital staff and board. Foundation director removed from hospital office. Governor fires entire hospital board, some doctors threaten to leave hospital because of switch. RPS and foundation stay out of conflict.

(Mid-Jan.)

3. Foundation president, director and RPS meet with new hospital administration. All pledge mutual support.

(Mid-Feb.)

4. As a fund raising effort, the foundation sponsors a benefit concert at an area high school: local talent; much publicity; 650 attend; raise over $1000.

(Feb. and March)

5. The foundation initiates its first health project, a cardiac unit for the local State Hospital.

Comment: This project unsuccessfully attempted by old hospital board; they did not understand procedures of working with the State Hospital Planning Board. Procedural problem complicated by missing hospital records.

6. RPS contacts state hospital planning board to get copies of past correspondence, learns appropriate procedures, and gets thing going again. (1½ months)

7. The hospital's chief of cardiac services, one of the area's most popular doctor, becomes champion of the project--a good rallying point in the community.

8. Local funds raised, as well as volunteer labor from unions.

Comment: Success of project strengthens relationship of foundation and new hospital board, who can point to progress so shortly after being in office.

Step 3 - Expanding Responsibilities: December 1971 to August 1972

Comment: In the process of expanding foundation responsibilities two new projects were initiated; a project of the community's, doctor recruitment, and a project of the RPS's, a primary health clinic. There were three planning stages for these efforts. The earliest planning began before the foundation was even formed. After the group was formed the RPS continued to plan for this stage of the organization. When the foundation agreed to accept new programs, the foundation membership became more involved in the project planning.

1. Primary health care is a concept presented to RPS by the regional health council while working together on an earlier project. RPS selects the development of a primary health care clinic as his major service priority. The foundation was created to be the planning mechanism for this project.

    a. RPS always spoke to groups about this type of program and the need for preventive medicine, without stating specifically that the community needs a primary health clinic. Even in the initial discussion, while developing the foundation, this concept was mentioned.

    b. The regional health council was aware of RPS efforts.

(Nov. 1971)

2. RPS receives permission from the executive board of the chamber of commerce and the foundation to investigate the feasibility of a community clinic or community hospital.

3. RPS meets with staff of the regional health council (RHC) to work out proposal details for clinic funding. RHC wants to apply for an 80 percent ARC grant for the clinic. The community would have to raise $30,000 local matching funds. RPS informs foundation executive board of clinic details and reports that a preliminary proposal is due before Christmas (5 days away). Foundation board agrees to let RPS prepare and submit a preliminary proposal (which he has been working on with RHC earlier). Two days later preliminary proposal submitted. Final proposal due February 15, 1972.

(Early Jan. 7 to Feb. 15)

4. RPS presents concept of primary health care and a community owned and operated clinic to the foundation membership. Receives approval to apply for funds.

5. RPS and RHC representatives meet with five area M.D.'s to discuss clinic, get support of concept and agreement from some to contract with the foundation to work in the clinic. Receives letters of agreement from four doctors.

6. RPS meets with hospital board.

7. RPS contacts American Association of Medical Clinics. (AAMC)

8. Selection of site; contacts with state DPA Bureau Property and Supplies about obtaining site.

9. RPS speaks with community groups and on a radio interview.

10. Final proposal submitted to RHC which submits to ARC.

11. AAMC and doctors work to set up a group practice. After seven months and $2,000, falls through. Doctors could not agree to work together. Doctors will contract individually with foundation.

12. Building renovation plans from AAMC, revised locally, approved by ARC (7 months).

13. Doctor recruitment efforts begin with discussion of applying to National Health Service Corporation. Doctors would work in the clinic and be employed by the community. Received many community endorsements; applied; approved for two doctors. (3 months)

14. Obtained building for a $1 a year lease after 7 months of working with DPA and bureau of property and supplies local representative, and a lawyer.

15. Obtained space in hospital for clinic services until clinic building can open.

(July) 16. The last planning stage follows formal approval of $150,000 grant.

a. All earlier planning presented to public.

b. Increasing publicity, membership, support and funds.

Step 4 - Restructuring of Foundation: Fall, 1972

Comment: New responsibilities require an increasing number of people with leadership roles.

1. President and director of foundation overwhelmed by work. Too much happening too fast for them. Large amounts of money from cardiac and clinic projects as well as increasing membership and donations have to be managed.

2. Decide to increase delegation of authority. Committees given authority to work independently and make decisions; will report to foundation.

Step 5 - Accepting New Functions: Spring, 1973

1. Developed a non-profit housing corporation in cooperation with the city housing authority. Investigating feasibility of moderate income housing under the "umbrella" of foundation.

2. RPS learns of State money available to the county for flood relief. Receives funds for his proposal to purchase a mini-bus to be used to transport residents to and from health facilities - or in the future, any foundation service.

Step 6 - Stabilizing

Comment: The major ingredient for stabilizing the services of the foundation is paid professionals running service committees.

1. Primary health care committee hires executive director for clinic.

2. Transportation committee hires a manager/driver to maintain and expand service.

3. If housing is built, the housing corporation plans to hire a director.

Chronology III
Senior Citizen Area-Wide Organization

Community Situation: A large, very rural five-county region, surrounded by small urban communities. Each county is oriented toward a different serivce center outside the region. Residents of the region are frequently not eligible for public services provided by neighboring counties. There is little regional coordination among service providers.

RPS Situation: RPS employed by a five-county regional planning and development commission. After three months of interviewing, RPS recognizes problems of senior citizens as an area of need and concern and decides to focus his interviewing on people involved with the elderly.

RPS Approach: Overall role has two parts: a) developing local level involvement and leadership among the elderly for the purpose of helping themselves, and b) locating additional resources in the form of money, organization and official sanction to help senior citizens develop a viable power base to generate programs and policies.

Summarized Chronology

1. Inventory of problems and existing local programs
2. Investigation of potential resources and programs
3. Program concept of interest to a few
4. Program concept developed and forwarded on a broad scale
5. Conflicts and bureaucratic problems
6. Acceptance of program
7. Implementation

Step 1 - Inventory of Problems and Existing Local Programs: September and October, 1971

1. Interviewed elected officials, agency personnel and organizational leaders, including:
   - County Housing Authority Director
   - Chamber of Commerce President
   - Two hospital administrators
   - Two delegates to the White House Conference on Aging
   - County Home Superintendent

Two senior citizen club officers
Two senior citizen welfare recipients
Regional health council staff
College student doing research on attitudes of the elderly
County planner
County commissioners

2. Used a community self-analysis technique--the nominal group method suggested to Appendix II.

3. Researched secondary information and found the percentage of people in the over-60 bracket was statistically high and increasing; there was an in-migration of elderly; there was no area organization looking at the problem.

Comment: From the statistical data, the nominal groups and the personal contacts, the RPS felt there was need for more organization of the elderly to make needed services available and develop this large group of citizens into a concentrated voice in the region.

Step 2 - Investigation of Potential Resources and Programs: November, 1971

1. RPS contacts state departments of community affairs and public assistance to learn about various funding methods for programs for the elderly.

2. RPS attends workshop on housing and programs for the elderly sponsored by an area university.

3. RPS meets with representatives of regional DPA, Bureau of Aging. He is presented with a model for the organization of the elderly and the provision of services that he feels is appropriate for his area. The regional office is anxious to see a program initiated in the RPS's area and will support his efforts.

Comment: The model is a regional network of senior citizen organizations. A regional organization, composed of representatives of task forces in each of the five counties, will help provide services to local areas as well as develop regional programs. The program plan is discussed in Appendix II.

4. RPS attends meeting called by County Housing Authority to investigate possible senior citizen programs for the elderly in public housing. RPS explains regional model and how it would help the county provide services. Participants show interest and express desire to be informed of project developments.

5. RPS meets with a faculty member of an area college's home economics department to discuss the possibility of cooperating with the college if educational programs are included in the model.

6. RPS meets with senior citizens clubs throughout the five-county region to see what programs and services they feel are needed in their counties.

Comment: From the aforementioned contacts the RPS acquired 1) a plan for an organizational framework for the planning and provision of services for senior citizens, 2) support from the regional Bureau of Aging and the promise of funding for an acceptable proposal, and 3) various suggested programs and services that are needed in different counties in the region.

Step 3 - Program Concept of Interest to a Few: November and December, 1971

1. RPS speaks with a few key people (senior citizens, local officials, service providers) in each county about the regional model. Well received. Finds at least one senior citizen and one service provider in each county willing to help spread the idea. These people are potential members of their county task forces.

2. RPS keeps in touch with the Bureau of Aging to keep them informed and interested.

3. RPS arranges meeting between DPA and the planning commission director to discuss guidelines for receiving funds and preliminary activities for developing a program.

Comment: The above activities generated support for the implementation of this organizational model. Senior citizens, service providers, public officials and planning commission members are the relevant populations for the initiation of the regional model. These people were approached by the RPS because of their access to and influence on certain groups. Many of these people will be project promoters. Although specific strategies and appeals were not formulated, there was a consensus of understanding about the programs' benefits.

Step 4 - Program Concept Developed and Forwarded on a Large Scale: January to May, 1972

(Jan.)

1. The planning commission sponsors a Human Services Forum for all interested agency leaders in the five-county region. Representatives meet in individual county work sessions to discuss needs and possible solutions for children, families and the aged. Following county meetings, interest groups meet; one discusses problems of the elderly. Existing and needed services are discussed with service providers from each county who have an interest in senior citizen problems. This lays the groundwork for forming future county task forces.

(Feb. - March)

2. RPS attends meeting of many elderly groups to help them recognize and state their needs, encourage a regional orientation and help plan local programs.

3. RPS attends meeting of a regional health council that wants to develop family planning, meals-on-wheels and homemakers in part of the RPS's region. He suggests that the latter two items be channeled through the planning commission and the senior citizen model.

4. RPS meets with state DPA officials to discuss funding the elderly model through what has traditionally been a physical planning agency. They will check with the Federal office.

5. RPS meets with program promoters thoughout the region for feedback on the Human Services Forum and the attitudes of various groups in each county toward the model. Positive office.

Comment: All organized senior citizens, service providers, public officials were aware of the proposed network of elderly organizations and there is general support throughout the five-county region. Early preparations have been made for implementing the proposal--identification of potential task force member, local involvement and promotion from the beginning.

Step 5 - Conflict: March, 1972

1. Regional DPA hesitant to give planning commission funds. They want the regional senior citizen group to incorporate to be eligible to receive grant, leaving the planning commission in an advisory position. The planning commission feels it should receive the grant. There is also a personality conflict between the directors of each agency.

2. The planning commission's human resources director is developing a regional comprehensive health council and feels many of the services suggested in the elderly proposal should be provided by the health organization.

3. Senior citizen clubs want to start services now. They have been talking about the program's potential for months. They are becoming frustrated and disillusioned by the required waiting. They have been saving their money to use for matching funds.

4. A local health council feels slighted because they applied for similar funds and were not considered. Feel they should receive some money.

Comment: Conflicts are worked out gradually during steps 6 and 7. Senior citizens of the region and the DPA Bureau of Aging both want the program in this area. Compromises are going to be made but the program will be provided.

Step 6 - Acceptance of Program: March and May, 1972

1. RPS calls meeting of promoters to discuss setting up task forces in each county in case the planning commission is not eligible to receive funds. Participants will get names of people for the RPS.

2. Meeting held with Federal HEW, Chief of Aging Services, with representatives from the state DPA, regional DPA Bureau of Aging, a local DPA, county housing authority and the planning commission. Federal HEW representative requests that the regional DPA provide the total local share, $40,000, for the planning commission. Regional DPA expresses hesitancy to give so much money to one area and to give it to a physical planning agency. Result: Total local share provided by regional DPA to the planning commission for the first year. The regional elderly task force will be formed and incorporated and will take over operation of program in the second year.

(April) 3. One county presents its proposal for its county task force and desired programs. Membership of task force needs to be adjusted to be 50 percent providers and 50 percent elderly.

4. Owner of a private nursing home has five acres of land adjacent to the home she would like to see developed into a senior citizen's center, either private or public. She is considering donating land.

5. Regional DPA, Bureau of Aging, writing proposal to be submitted to the planning commission.

6. RPS contacts people, requesting their membership on county task forces.

7. RPS requests letters of endorsement from those attending the January human resources forum plus others.

8. Program promoters in each county solicit letters of endorsement for the regional model.

9. Letters of endorsement received from County Housing Authority, Easter Seal Society, two Health Councils, Cooperative Extension, area banks, DPA, clergy, two hospital administrators, county commissioners, plus more. By mid-May, 31 letters of endorsement were received.

(June 1) 10. Grant of $174,000 awarded to planning commission. Planning and programing stages will run simultaneously.

Comment: In general there was support throughout the five-county region for this program, but some misconceptions and some competing programs were introduced during the acceptance period. First, the program will not provide direct services to communities within the region. The regional organization will help local areas apply for funds and develop local services. Secondly, as described in "community situation," each county in the region is oriented toward a different service center usually outside the region. Two of these centers started working with different parts of the five-county region and each of these centers had more money to develop programs than was given to the planning commission. The competition divided the interest of the area. There were too few efforts at cooperation.

Step 7 - Implementation: January 1973

(Jan. 73) 1. A professional senior citizens director hired, plus a community organizer and program planner.

2. A store front office, the Senior Citizens' Service Center, opened.

(Feb. 73) 3. A large open house was held after much advance publicity.

4. A Senior Action Center newsletter is prepared by the center's staff.

(March) 5. Community organizers travel throughout the region and and attempt to formalize each county's task force.

Chronology IV
Community Clinic Attempt

Community Situation: A rural county with its county seat, a small borough, the activity center for the county. A great need exists for more doctors and increased medical services throughout the area. Many citizens' groups forming to work on these problems. The regional health and hospital planning council is working with citizens. Although there is considerable poverty in the area, there is also a great deal of personal wealth. Many New Yorkers and Philadelphians have second homes in the area. The RPS and many local citizens agree that the county hospital and the county medical association have been discouraging efforts to increase the number of doctors in the area.

RPS Situation: A free agent RPS is employed by CSP. He has tried many times (three separate occasions in 18 months) to develop a multiple purpose health facility to house public health nurses and/or other health related services. The RPS contacted local organizations and interested individuals to support and partially finance the project. All of these efforts failed and attempts to develop a facility in this manner were abandoned. Then a local doctor approaches the RPS about attracting more doctors into the area.

RPS Approach: RPS serves as a "front" for local doctor who does not want his name associated with recruitment efforts. RPS follows format and draws on resource people used successfully in previous efforts elsewhere. He works independently from other local efforts.

Summarized Chronology

1. Background and initial planning.
2. Setting up procedural and organizational structure
3. Conclusion

Step 1 - Background and Initial Planning: October and November 1972

(Oct.)

1. RPS meets with a local doctor interested in attracting more doctors to the area. The county medical association is against this; the local doctor want to "drive a wedge into the county medical association." He wants to use the RPS to work behind the scenes to help him. RPS agrees to help.

2. Local doctor informs RPS of his intention to form a group practice. He is considering a clinic with three or four satelite offices in the rural parts of the county. He feels with a practice of this type he can attract new doctors from outside the area to join the group practice. He will permit RPS to "front" for him since he doesn't want his name associated with efforts contrary to county medical association desires. The local doctor authorizes RPS to find an attorney for incorporation.

3. A regional health and hospital planning council representative contacts RPS and requests his cooperation on health planning efforts. RPS agrees to cooperate even though the local doctor with whom he is working has negative feelings about this organization.

(Nov.) 4. The regional health and hospital planning council requests RPS's membership on the county's health coalition. The RPS says these groups are "just a bunch of talk." He will take an independent role.

5. RPS questions his family doctor about recruitment efforts. Doctor feels all efforts should come from the county medical association.

Comment: RPS feels county medical association discouraging his efforts. He feels that the local doctor's "mandate" to procede is "license enough" to offset any efforts by the medical association to undo local community efforts.

Step 2 - Setting up Procedural and Organizational Structure: November 1972 to February 1973

Comment: RPS was involved in efforts to develop a clinic in another area. He used the same organizational procedure used successfully there. A non-profit citizen's group provides a facility for leasing by a physicians' group practice. Traditional bank mortgage obtained on the basis of a lease agreement by the doctors; government subsidy not used.

(Nov.) 1. RPS discusses with county newspaper editor his plans for a clinic and the necessary organization to be formed.

2. RPS contacts local attorney who files an application for incorporation of a professional medical group practice. This incorporates the local doctor with three unknown colleagues.

(Dec.) 3. RPS contacts selected local citizens to serve on a citizen's health foundation; seven agree to be members! RPS appoints the newspaper editor as group chairman.

(Jan.) 4. Attorney files application for non-profit corporation.

Comment: The foundation membership never meets as a group.

5. RPS contacts organizers of the clinic project with which he formerly worked; receives advice and depends on their expertise.

Comment: The organizers of this earlier project send RPS copies of the physical plans for building the clinic. They suggest including benefits in the doctor's group practice to entice new physicians to join; suggest having the doctor approach a lending institution outside the county and offer to help recruit doctors.

(Feb.) 6. Chairman of the medical foundation suggests to RPS that the foundation work together with other doctor recruitment groups or the health and hospital planning council. So far there is no legitimation for the group, in fact it has been kept secret. RPS refuses to cooperate with citizen's groups because the doctor with whom he is working wants a small group so he can move quickly.

7. RPS speaks with president of hospital board who says that if new doctors come into the county they will be given hospital privileges.

8. RPS speaks individually with members of the foundation about contributions for seed money. One offers a large donation if the clinic is named after her late husband. Foundation members feel the community can raise the necessary funds.

Step 3 - Conclusion: March, 1973

1. Local doctor changes his mind about developing a group practice and bringing in new doctors. The entire effort was based on this one doctor's cooperation; without his involvement the effort has no result.

Comment: When the local doctor backed out, there was no one to turn to because the RPS did not work with other citizen's groups and alienated himself from the county medical association. But the most obvious error was RPS's agreement to be a "front" for the local doctor. The doctor made no public commitment to the effort, a very important element for success. He didn't want his name associated with a plan that the county medical association would not approve.

The citizen's foundation never met as a group, thus their involvement was minimal.

Chronology V
Rural Transportation

Community Situation: A two-county region, sparsely settled with minimal, localized public transportation. Agencies and their service consumers frequently mention transportation as a problem.

RPS Situation: RPS employed by a two-county planning commission. After four months employment, she identifies transportation as one of the major issues. Planning commission staff encourages involvement; lay planning commission members afraid of high cost of transportation system and don't want to become involved. RPS must find another agency to endorse a study.

RPS Approach: Study problem, increase and formalize community interest and concern, look for alternative solutions, generate a program sponsor.

Comment: Transportation is an important aspect of the general service delivery system and, in sparsely settled rural areas, a particularly difficult issue with which to deal. This chronology does not conclude with a working rural transportation system, although the efforts described will hopefully result as such. The chronology covers a time period of close to two years and illustrates the difficulties of providing transportation services even when support, cooperation and resources are available.

Summarized Chronology

1. Initiate investigation
2. Formalize study
3. Carry out basic inventory study
4. Interest a wider audience

Step 1 - Initial Investigation: September 1971 to January 1972

(Sept.)

1. RPS speaks with the Rural Transportation Supervisor of the Economic Opportunity Council in another county. Discuss carpool system he developed for two-county area.

2. A recent graduate of an area university approaches RPS concerning how he might become involved with community action for the poor. RPS suggests working on the transportation issue.

(Oct.)

3. RPS and this "free-lancer" meet three times during the month to discuss regional transportation problems. RPS supplies some data and suggests additional data that may be useful.

(Nov.)

4. One the RPS's suggestion, Easter Seal Society offers freelancer a $50 retainer and use of their facilities to be transportation director and initiate a five-county transportation study; and to examine possible methods of getting people to social health and welfare services, shopping facilities and places of employment.

(Dec.)

5. Transportation director presents a proposal for a study to the Interagency Council (TAC) task force, which let him present it to the membership. Presented to general membership.

6. At planning commission meeting, RPS requests permission to help seek funding for a transportation study; approved.

7. RPS contacts various agencies concerning funding for transportation study. OEO has no funds for a non-CAP agency. Referred to Lutheran Social Services, Department of Agriculture and Institute for Regional Affairs. All leads followed-up by transportation director with no success.

(Jan. 72)

8. RPS, transportation director, planning commission director and the Central Pennsylvania Joint Planning Commission director (CPJPC) attend a Pennsylvania Department of Transportation (Penn Dot) meeting concerning highways. Mass transportation mentioned at meeting. Following meeting, RPS and transportation director discuss their study with some interested people and give them copies of their proposal.

9. RPS and transportation director meet with director of CPJPC to discuss transportation study. Indicates that SEDA, the area-wide economic development association, might support the proposal. He also offered to contact Penn Dot to help with the proposal.

10. RPS and transportation director develop an approach to studying area and obtain data to prepare proposal for a five-county demonstration project. Approach consists of:
    - Five-county study groups to look at local needs.
    - One representative from each county group to form a regional task force to study intercounty needs.
    - A paid coordinator to keep program running in a standardized method.
    - Two students from local colleges for each study group to help with the work.

(Feb.) 11. Transportation director is hired as director of the five-county information referral follow-up (IRF) service.

12. RPS and IRF director discuss study approach with director of CPJPC, who feels more data is needed before Penn Dot is approached. (Penn Dot expressed hesitation in funding a needs study, so a paid coordinator was eliminated from proposal).

Step 2 - Formalize Study: February and March, 1972

1. RPS and IRF director decide that sanction is required before further activity can take place. They decide that a committee formed under the auspicies of the IAC would be most workable.

2. RPS informs various agency personnel about transportation activities and ideas to a) find out who might be interested in working on a study and b) gain support for the idea of an IAC transportation study committee.

3. From the above contacts, three agency personnel volunteer to serve on study committee: the MH-MR director from one county, the DPA director from another county and the director of the five-county Easter Seal Society.

(March) 4. RPS and IRF director develop questionnaire to determine transportation resources among agencies and the availability of transportation statistics within the five-county area.

5. RPS and IRF director meet with Intermediate Unit representatives to discuss the use of school buses and the Public Utilities Commission (PUC) regulations. PUC regulations make it impossible to use school buses for secondary purposes.

6. RPS and IRF director present transportation study proposal to IAC. Idea approved; IAC will sanction study. Committee formed: RPS, IRF director, county MH-MR director, two DPA directors, Easter Seal director and Health Department representative.

Step 3 - Carrying out Basic Inventory Study: March to September

(March) 1. Transportation committee meets to review and revise questionnaire. Each member will mail out and follow-up about 20 questionnaires.

(April) 2. Questionnaires sent to 105 agencies and civic groups asking about transportation services and problems.

3. RPS visits past board member of area CAP agency concerning transportation system he had developed. He suggests building a car fleet with cars available for volunteer use. Suggests asking state to give its cars to be put up for auction to the IAC; cars could be serviced by area vocational technical programs. Drivers could be volunteers.

4. Past CAP member learns that legislation does not permit giving cars away. He will send RPS advanced notice of car auctions. He feels money could be raised to purchase them.

(Late April) 5. 40 questionnaires returned.

(Late May) 6. 50 questionnaires returned.

7. RPS telephones organizations who have not returned questionnaires in an attempt to receive more responses.

(Mid-June) 8. RPS and IRF director begin summarizing data from 52 responses representing 63 offices.

(June 23) 9. Flood-all activities interrupted.

(Sept.) 10. Transportation committee meeting. Review responses to questionnaire. Plan to present information to IAC. Discuss idea of each person on the committee doing a mini transportation plan for their area and then tie all plans together.

11. IAC meeting. RPS presents survey summary; request that each agency select a staff member to keep track of transportation statistics. IRF director requests that agencies which are permitted to transport passengers who are not clients, inform him of origin and destination of trips so that rides could be provided to others needing them along that route by inquiring at IRF. He also urged all agencies that could, to write transportation into their budgets.

12. IRF director informed by Penn Dot that they are willing to do a 10-county transportation demonstration project. IRF director comments that a 10-county region is too large an area; five counties is better. He tells Penn Dot about the work done so far in the five-county area. Penn Dot will consider funding study project.

Step 4 - Interest a Wider Audience: January 1973

1. Director of one county's DPA felt more should be done. He calls a meeting concerning five-county transportation. Attending: four DPA representatives; two RPSs; three bus company representatives; two sheltered workshop representatives; one each from Pennsylvania Department of Agriculture, SEDA, Foster Grandparents program, Senior Action Center, Listening Ear, Institute for Regional Affairs at a local university, and social security administration. Transportation resources available to the region are discussed and members of the group share their transportation problems.

   Results: Bus company representatives meet with other bus companies in the five-county area to develop suggestions for a transportation solution. A committee is appointed to gather written statements from each agency stating their transportation needs. Committee members are IRF director and the two RPSs.

(Feb. 73) 2. IRF director and two RPSs discuss a) combining the IAC transportation committee with the new transportation committee, and b) designing a system based on major transportation routes. Localities can develop local systems to be in with major transportation system.

3. IRF director, two RPSs and director of Institute for Regional Affairs design a five county-system and budget based on daily needs of agencies willing to contract for service. The plan is designed to be self-supporting, but initiating funds are needed.

(March) 4. Directors of IRF and Institute for Regional Affairs draft proposal and submit to the Department of Agriculture.

5. IRF director and RPS contact all agencies in five-county area with regular daily transportation needs to explain, plan and invite them to April meeting. Request that they bring origin and destinations, budget allowances and information on restrictions.

(April) 6. Transportation meeting with 12 agencies-all prepared with required information.

(May) 7. IRF director analyzes data and rewrites plan and budget following meeting.

(June) 8. Revised plan sent to Department of Agriculture.

Comment: At least 12 area agencies which have regular, daily transportation needs want to become part of a transportation system. Some of the agencies have their own vehicles and others are permitted to include transportation in their budgets. They do not want to be responsible for providing their own transportation but will combine their resources for a coordinated system. Interest is very high.

Chronology VI
Three Approaches to Legal Services

1. RPS approaches lawyer
2. Lawyer approaches RPS and RPS works with lawyer
3. Lawyer approaches RPS and RPS supports efforts but does not help with the work

Example 1: RPS approaches lawyer

Community Situation: Rural familes need civil legal counsel, especially for divorce and tenant/landlord problems. Community has little experience in or support for providing community services for the poor.

In a letter welcoming RPS to area, the county judge listed many services he felt the county needed--one of them was legal service (L.S.).

RPS Situation: Free agent RPS established in area four months before subject of LS introduced. RPS has partically completed task of introduction and inventory and in process of developing a working relationship with some area organizations.

RPS Approach: Over-all role seen as advisory; RPS serves as liaison between community and outside resources. Obtains information about programs and possible funding from state and federal sources, and transmitted this back to relevant groups within the community. RPS felt this approach would give him legitimacy and encourage people to be guided by his judgment.

Needs local attorney to support and actively promote LS with the county bar association. RPS feels combined influence of information from outside sources and the support of a few local lawyers will attract attention and lead to program development by county bar association.

Summarized Chronology

1. Find a local attorney to forward cause.
2. Learn program procedures and requirements.
3. Obtain local support and spread the word.
4. Present idea formally to county bar association.
5. Develop citizen's legal committee to create pressure.
6. Negative reaction to attempts to apply pressure.
7. Remaining situation.

Step 1 - Find a local attorney to forward cause: Winter and Spring 1971

1. RPS becomes acquainted with attorney through another project. Periodic interaction with attorney and discussions on need for LS in area. Eventually attorney indicates willingness to cooperate in a demonstration program.

Step 2 - Learn program procedures and requirements: August to October 1971

(Aug.)

1. RPS and local attorney meet with presiding attorney, LS Division from another county bar association. Learns appropriate procedure. LS's attorney calls judge from RPS's county who obtained approval of county bar association executive committee for RPS to proceed to initiate LS under the auspices of the bar association.

(Sept.)

2. RPS contacts county bar association. Secretary to start process. Will meet with RPS next month.

3. RPS, local attorney and newspaper editor meet with director of LS from a second county discuss strategies of establishing LS in a rural county.

(Oct.)

4. RPS meets with LS's director, Regional Department of Public Assistance (DPA), to discuss DPA guidelines for funding LS programs.

5. RPS meets with presiding judge of county. Discuss establishing LS. Judge arranges special meeting of bar association to discuss item. (November 9).

Comment: In personal contact with those knowledgable about LS, the RPS became increasingly abrasive, which made their support increasingly less committed. RPS felt it was their responsibility to help him; if he didn't think someone was doing enough to help him, he felt they were being irresponsible. The response to RPS behavior by these extra community resource people is a first small step in a support breakdown.

Step 3 - Obtain local support and spread the word: September to December 1971

(Sept.)

1. RPS meets with editor of local press to tell him about the need for LS. Takes editor to one information meeting with LS's director of another county.

2. RPS speaks to civic clubs about LS and his efforts to initiate the service in the county.

(Nov.) 3. The county district attorney, public defender and a local minister tell RPS they agree there is a need for LS in the county.

4. Local press publishes articles supporting the establishment of LS.

5. Negative opinions by some lawyers are also being formed and discussed among themselves. RPS getting feedback from supporting attorneys.

6. Supporting attorneys hesitate to conflict with other attorneys.

Step 4 - Present LS formally to county bar association: October to November 1971

(Oct.) 1. RPS arranges with county judge to prepare a special meeting of the bar association on the subject of LS.

2. RPS arranges to have directors of LS from two other counties speak to members.

(Nov.) 3. LS presented to county bar association.

Comment: Poor turnout at meeting (7 out of 21); RPS feels meeting was boycotted because of hostility toward LS and himself. County Judge, although willing to discuss LS, was never an advocate for the program. The three attorneys supporting the need for LS never actively promoted it among fellow attorneys. Those not supporting the idea were irritated by its promotion. This hostility was aggrevated instead of soothed.

Step 5 - Develop a citizens legal committee to create pressure: November to December 1971

1. Regional DPA director advised RPS to form committee.

2. RPS contacts those area residents he considers appropriate to become members of legal committee (4 contacted and accepted).

Comment: RPS feels legal committee could incorporate, receive grant for LS and contract with local attorney. Legal committee never reaches functioning stage.

Step 6 - Negative reaction to attempts to apply pressure: November to December 1971

1. Past president of county bar association makes statements against LS and says he will actively oppose its establishment.

2. Director of Human Resources Council (HRC) agrees to the need for some form of LS but will not support RPS efforts because he feels bar association or lawyers should initiate.

3. Regional Director, DPA, says his agency won't fund LS without support of bar association. He also will not support RPS project because RPS working against his day care project.

4. Previous supporters inform RPS of growing unpopularity.

5. Bar Association meeting on LS topic is poorly attended (7 of 21). RPS feels it was boycotted.

Step 7 - Remaining Situation: January 1972

1. Legal committee disbanded.

2. RPS is referring those who would be eligible for LS to various area lawyers; they have been accepting the charity cases.

3. RPS wants Bar Association to formalize this voluntary system as it is now functioning, using his office as a clearinghouse. Idea not presented to the bar association.

Example 2: Lawyer approaches RPS and RPS works with lawyer

Community Situation: Rural county adjacent to urban area, depends on urban area for many services. County residents not eligible for LS's in neighboring county. County bar association's leading attorney wants to initiate LS.

RPS Situation: Employed by a five-county regional planning and development commission. Just arrived in area and assigned LS project. RPS attempts to carry out task of introduction and inventory during the process of working on LS.

RPS Approach: Put the interested lawyer in contact with the appropriate expertise so they can work together. RPS will help in any way they need him.

Summarized Chronology

1. Learn about LS and appropriate contacts.
2. Serve as intermediary for county bar association and regional DPA.
3. Write proposal draft.
4. RPS get county bar association in touch.
5. County bar association completes details.

Step 1 - Learn about LS and appropriate contacts: August to November 1971

1. Past president of county bar requests assistance from planning commission on the development of a LS. Speaks with RPS about idea.

2. RPS contacts RPS (in Example 1) regarding procedures to initiate LS.

3. RPS contacts LS Director, Regional DPA, for LS guidelines. RPS contacts county attorney with information and name of relevant DPA contacts.

4. County attorney calls meeting, inviting president of county bar association, presiding judge of county; director of regional DPA; local director of DPA; RPS and a few other influentials. Outcome: 1) decide to set up space for program office. Local attorney will contact county commissioners for space in court house. 2) Two lawyers volunteer time to provide free legal counsel until funded. 3) Regional DPA will write proposal. 4) RPS to provide data.

(Nov.) 5. RPS contacts LS Directors in two other counties for suggestions on initiating service.

Step 2 - Intermediary for county bar association, Region DPA: November 1971 to January 1972

1. RPS contacts regional DPA periodically regarding progress of proposal. Nothing being done.

2. RPS informs county bar association on lack of progress by DPA.

3. Many promises; no action.

Step 3 - RPS writes proposal draft: January 1972

1. RPS prepares proposal for county according to DPA guidelines.

2. Gives to local attorney for review.

3. Returned; disapproved of DPA guidelines.

4. RPS revises proposal but still according to guidelines.

5. Local attorney revises and returns to RPS. New rendition of proposal not in accordance with DPA guidelines.

Step 4 - Contact with neighboring county LS: March 1972

1. RPS asks local attorney to meet with director of LS in neighboring county.

2. They discuss how they work with DPA.

Comment: RPS not involved with these meetings. Lawyers worked on their own.

Step 5 - County bar association completes details: March to December 1972

1. Local attorney works with LS director of neighboring county.

2. Create a two-county LS organization with an office in each county, funded by DPA. Service started January 1, 1973.

Example 3: Lawyer Approaches RPS. RPS supports efforts but does not help with the work.

Community Situation: County bar association wants to create LS in county.

RPS Situation: Free agent RPS in area one year. Has completed task of introduction and invention. Has completed task of working with a small project of community interest with existing local agency personnel.

RPS Approach: RPS knows from past experience that lawyers must do it themselves. Expresses support for effort. Informs attorney of DPA office to contact.

Conclusion: County bar association contacted DPA. Lawyer worked with department representatives to develop program. Service started January 1, 1973.

APPENDICES

Appendix 1
Announcing the Position of Rural Planning Specialist

THE POSITIONS: A total of four (4) Rural Planning Specialists will be hired.

GENERAL DUTIES: Under supervision of CSP, a statewide health and welfare organization, or the Executive Director of a Planning Commission, the Rural Planning Specialist will be assigned to a rural area to develop in concert with state and local organizations and individuals programs designed to improve social and economic conditions of low income people.

QUALIFICATIONS: A minimum of six years experience in at least one of the following: planning; extension work, anti-poverty agency, Peace Corps, voluntary health and welfare field, or other related fields. College training may be substituted for work experience on a year-to-year basis up to a maximum of four years. Demonstrated ability to work successfully in rural areas with low income people as well as with professional and lay leadership. Some knowledge of health, welfare, education, community organization and economic development programs. Some experience in writing grant requests.

ANNUAL SALARY RANGE: Negotiable

THE ORGANIZATIONS: Community Services of Pennsylvania (CSP) is a voluntary organization whose major objective is the improvement of health and welfare services to residents of the Commonwealth.

The County Planning Commissions that will be involved in this project are professionally staffed and have the responsibility of providing the public officials and private citizens who sit on their Boards with information, professional advice and a broad overall development guide as to how the area may achieve quality of life for its citizens.

CONTACT:

Mr. Harold J. DeRolph
Research-Planning
Associate Director
Community Services of
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Harrisburg, Penna. 17101

Telephone:
(717) 238-7365

Mr. Dallas A. Dollase
Director, Bureau of Planning
Department of Community
Affairs
Commonwealth of Penna.
State Street Building
Third and State Streets
Harrisburg, Penna. 17120

(717) 787-7400

Appendix 2
A Nominal Group Technique

Purpose

The purpose of the meeting is to help identify the most important problems facing the people and communities of your area. This list of priority problems will help focus and shape the programs and goals of the RPS.

Method

The problems of the region and their priorities can be identified using nominal group technique with groups of 10-15 persons representing various interests of the community.

1. Individuals in the group spend 15-25 minutes quietly writing a list of what they perceive to be the area's problems. The ideas should be written in a few words or a phrase without explanation or justification and with no regard to priority. The problems may focus on education, land development, crime, communication, etc.

2. A monitor (RPS or whoever is running the meeting) asks each person for the first idea on their list and writes these on the blackboard. He then asks each person for his second idea, etc. until all ideas are on the blackboard. If a person sees one of his ideas already listed, he skips that idea on his list, unless he feels it has a different interpretation. The monitor writes all ideas down as presented whether or not they are duplications.

3. The monitor reads each idea on the blackboard and asks if there are questions, interpretations or explanations.

4. The monitor asks each person to write down--in five minutes--problems he feels are especially important. Some may feel there are only five problems of special importance; another person may feel all have urgency. The monitor then goes down the list of problems on the blackboard asking how many persons had the first problem listed on the blackboard on their list. This is done for each problem on the blackboard and a score (those having the problem on their second list) is noted by the item.

5. Finally, the monitor asks the participants to rate each problem on the blackboard from no importance (0) to top priority (10). A person may have several top priority items - all 10's or

only one 10. Some effort should be made to evaluate the urgency of the problems in relationship to which you would do first if you had to solve the problems with limited resources, which would you do second, which problem could be ignored or was of no consequence. The monitor then collects the ratings and calculates the cumulative rating (sum of each person's rating) for each listed item.

Conclusion

The dual rating system tends to vary as to the importance of items. However, where they coincide the consensus of the group has been identified. The pattern created from the results of varied interest groups' nominal group problem identifications will help the RPS understand the region's subgroups and how they relate to each other.

The nominal group technique has advantages over the usual committee approach to problem identification or an individual approach.

1. Dominant personalities are neutralized and everyone has equal opportunity to have both his idea recognized and evaluated.

2. Group consensus can be reached faster using this technique.

3. There is no guarantee a group is representative of the people of the area. For this reason it is desirable to conduct these sessions with a variety of citizen groups such as officials, county planning commissions, industrials, tourist groups, educators, health professionals, elderly, poor and others in the area.

4. Research in group dymamics indicates that more ideas are expressed by individuals workimg alone but in group environment.

Instructions to Nominal Group Session Monitors

A. Participant Registration Sheet

1. Have all participants sign participant registration sheet.
2. All participants should be from your constituent area.
3. Characterize the group with a title such as: medical profession, borough council, senior citizen, etc.

B. Visual Aids

1. Large paper tablet, at least 24" x 36," to record goals. Must be seen by participants. Divide sheet as shown on "results sheet." More than one sheet may be needed.
2. Felt tipped pens in three distinct colors
   1 color for recording goal and sequence number
   1 color for priority vote recording
   1 color for 0-10 scale recording
3. Write large enough for all to read

C. Monitoring the sessions

1. Read material on purpose and method
2. Explain the process briefly
3. Points to remember

   Don't reinterpret a person's idea.

   Use participants' wording.

   Don't interject your ideas - <u>you are not a participant</u>.

   Write ideas large, clearly and number them.

   Give people time to think.

   This is not a discussion period or debate - rather people working individually in a group environment. Debate or challenging of ideas is prohibited - they get their chance to do this by voting. Duplication of ideas is ok and doesn't affect results.

D. Don't try to provide an interpretation of results, but point out that a composite of these results will probably create a pattern.

Participants Registration Sheet

Problems as defined by:

Group:

Place:

Date:

	Name	Representing (optional)	Town-Borough County
1			
2			
3			
4			
5			
6			
7			
8			
9			
10			
11			
12			
13			
14			
15			
16			
17			

Results

Representatives of_____ Group

Date_____, Number attending_____

Problem:
rank high to low using cumulative score of 0-10 scale table

Sequence #	Priority Vote Cummulative Score	Cummulative Score on 0-10 Scale	Original Sequence #
1			
2			
3			
4			
5			
6			
7			
8			

Appendix 3
A Closer Look at Our Community

P I N E G R O V E M I L L S C H U R C H E S & C I V I C

A S S O C I A T I O N

WHAT ARE YOUR COMMUNITY'S STRONG POINTS?

WHAT ARE ITS PROBLEMS AND NEEDS?

Can you give ten minutes toward improving our community? That's how long it takes to check off your opinions on this survey form. We need your opinions in order to draw an accurate picture of the Pine Grove Mills area in 1973. Please help by donating the ten minutes it takes to complete this form.

Do not sign your name. We do not wish to know who any individual is; what we want are your frank ideas, opinions and feelings.

PLEASE HAVE YOUR SURVEY FORM COMPLETED WHEN WE COME TO COLLECT IT ON SATURDAY, MAY 12.

WHY A SURVEY?

A Survey is an inventory; it is a way of taking stock of ourselves. It is easy to be busy these days. Often, because we are busy, we overlook needs in our neighborhood and community. The survey will help locate these needs and show us our strong points, too.

WHO WILL KNOW WHAT I SAID?

No one. No names are included. When your form is picked up it goes into an envelope with many other forms; then it's mixed with several hundred others. What you say will be accurately added to the responses of others but your name is never used at any point in our work.

WHY ARE MY OPINIONS NEEDED?

If your opinions are not included, the survey results will not be a true picture of our area. Each survey form is like a piece of a puzzle; when pieces are missing, only a partial picture can be made.

WHO CAN I CALL TO FIND OUT MORE ABOUT THIS SURVEY?

Herbert Swanson, Pastor, Pine Grove Presbyterian Church, 237-7127

Sam Leadley, Member, Local Mission Task Force, Pine Grove Presbyterian Church, 238-5749

Nelson Wheeler, Lutheran liaison member, Local Mission Task Force, 238-8306

Robert Rohrbaugh, Pastor, St. Paul's Lutheran Church, 238-2000

Sidney Mack, Pine Grove Mills Civic Association, 238-1535

HOW ADEQUATE ARE THE SERVICES AND OPPORTUNITIES WHICH ARE CONVENIENTLY AVAILABLE TO YOU, YOUR FAMILY AND YOUR NEIGHBORS?

Here are some of the services and opportunities which people have said they would like to have available to them. How adequately are the following services and opportunities being supplied in the area in which you live? ("Adequate" refers to both quantity and quality of the service.)

In giving your answers circle the number of the answer which comes nearest to expressing your opinion.

	Very Adequate	Fairly Adequate	Inadequate	Don't Know	
HOME SERVICES					
1. Adequate and healthful water supply	1	2	3	4	(6)
2. Garbage disposal	1	2	3	4	(7)
3. Sewage disposal	1	2	3	4	(8)
DECENT HOUSING					
1. For upper income families (over $10,000)	1	2	3	4	(9)
2. For middle income families ($5,000-$10,000)	1	2	3	4	(10)
3. For lower income families (under $5,000)	1	2	3	4	(11)
4. Rentals for families with children	1	2	3	4	(12)
5. Rentals for single people or couples	1	2	3	4	(13)
TRANSPORTATION					
1. Good roads and streets	1	2	3	4	(14)
2. Snow removal services for streets	1	2	3	4	(15)
3. Storm water drainage for streets	1	2	3	4	(16)
4. Adequacy of street lighting	1	2	3	4	(17)

	Very Adequate	Fairly Adequate	Inadequate	Don't Know	
5. Transportation for persons without cars	1	2	3	4	(18)
6. Adequacy of sidewalks	1	2	3	4	(19)
PROTECTION SERVICES FOR PINE GROVE MILLS AREA					
Police					
1. Police protection	1	2	3	4	(20)
2. Traffic control	1	2	3	4	(21)
3. Safety protection at school crossings	1	2	3	4	(22)
Fire					
1. Fire department	1	2	3	4	(23)
2. Fire inspection	1	2	3	4	(24)
3. Open burning regulations	1	2	3	4	(25)
4. Adequate number of fire hydrants	1	2	3	4	(26)
OPPORTUNITIES AVAILABLE FOR MAKING A LIVING IN CENTRE REGION					
1. Employment opportunities for persons under 18 years	1	2	3	4	(27)
2. Employment opportunities for persons 18-64 years	1	2	3	4	(28)
3. Employment opportunities for person 65 years or over	1	2	3	4	(29)
4. Adequate child care facilities for working parents	1	2	3	4	(30)
CONSTRUCTIVE LEISURE TIME OPPORTUNITIES AND FACILITIES					
1. Outside recreation facilities	1	2	3	4	(31)
2. Indoor recreation facilities	1	2	3	4	(32)
3. Recreation opportunities for families	1	2	3	4	(33)

	Very Adequate	Fairly Adequate	Inadequate	Don't Know	
4. Recreation opportunities for elementary age children	1	2	3	4	(34)
5. Recreation opportunities for teenagers	1	2	3	4	(35)
6. Recreation opportunities for young adults	1	2	3	4	(36)
7. Athletic activities	1	2	3	4	(37)
8. Family recreation	1	2	3	4	(38)
9. Interesting activities for retired persons	1	2	3	4	(39)
OPPORTUNITIES TO BELONG TO ORGANIZATIONS AND GROUPS AND MEET SOCIABILITY NEEDS					
1. Wholesome family life	1	2	3	4	(40)
2. Opportunities to belong to friendly groups to common age and interest for:					
- persons under 18 years	1	2	3	4	(41)
- persons 18 - 64 years	1	2	3	4	(42)
- persons 65 years and over	1	2	3	4	(43)
3. Opportunities to pursue hobbies and special interests	1	2	3	4	(44)
4. Adequate meeting places	1	2	3	4	(45)
HEALTH AND EMERGENCY ASSISTANCE					
1. Home health nursing	1	2	3	4	(46)
2. Ambulance service	1	2	3	4	(47)
3. Emergency Room service	1	2	3	4	(48)
4. Persons to call on in emergencies	1	2	3	4	(49)
INFORMAL EDUCATIONAL OPPORTUNITIES					
1. Scouts and other youth programs	1	2	3	4	(50)
2. Library	1	2	3	4	(51)
3. Adult educational opportunities	1	2	3	4	(52)

	Very Adequate	Fairly Adequate	Inadequate	Don't Know	
4. Religious educational opportunities	1	2	3	4	(53)
5. Drug educational opportunities	1	2	3	4	(54)
6. Environment educational opportunities	1	2	3	4	(55)
RELIGIOUS SERVICES					
1. Opportunities for regular religious worship	1	2	3	4	(56)
2. Ministerial care and counselling services	1	2	3	4	(57)
3. Special holiday services	1	2	3	4	(58)
4. Summer services	1	2	3	4	(59)
5. Youth activities	1	2	3	4	(60)
6. Community betterment activities	1	2	3	4	(61)
7. Cooperation among churches	1	2	3	4	(62)
8. Friendly and hospitable congregations open to new people	1	2	3	4	(63)
BEAUTIFICATION					
1. Appearance and upkeep	1	2	3	4	(64)
2. Appearance and upkeep of homes and yards	1	2	3	4	(65)
3. Beautification and care of public buildings, grounds, parks and streets	1	2	3	4	(66)
4. Well kept cemeteries	1	2	3	4	(67)

	Very Adequate	Fairly Adequate	Inadequate	Don't Know	
COMMUNITY HOSPITALITY					
1. Reception for new permanent resident families	1	2	3	4	(68)
2. Reception for new student families	1	2	3	4	(69)
3. Reception for new single students	1	2	3	4	(70)
LEADERSHIP					
1. Well-qualified leaders willing to lead youth groups	1	2	3	4	(71)
2. Well-qualified adult leaders willing to lead adult groups	1	2	3	4	(72)
3. Opportunities to develop leadership skills and abilities	1	2	3	4	(73)
4. Leadership training for people who are leaders	1	2	3	4	(74)

Every community has some strong points and also points where improvement could be made. (When we speak of the community we are referring to the Pine Grove Mills Area.)

I. What are some of the things you particularly like about this community; that is, some of its strong points?

_____

_____

_____

_____

_____

II. What, in your opinion, are the main problems and needs of this community? (In areas such as: home services, housing, transportation, protection services, employment, leisure, recreation, sociability, health, education, religion, beautification, community hospitality and leadership.)

_____

_____

_____

_____

_____

A B O U T Y O U R S E L F

(6) 1. Are you:

1. _____ Male
2. _____ Female

(7) 2. Are you:

1. _____ Single
2. _____ Married
3. _____ Widowed, divorced, separated

(8) 3. What is your age:

1. _____ 15-18 years
2. _____ 19-24 years
3. _____ 25-34 years
4. _____ 35-44 years
5. _____ 45-54 years
6. _____ 55-64 years
7. _____ 65 or over

(9-10) 4. What is your main occupation?

1. _____ Farmer, farm manager
2. _____ Hired farm worker
3. _____ Proprietor, manager, official
4. _____ Clerical, sales, or similar work
5. _____ Skilled or semi-skilled trade
6. _____ Unskilled worker
7. _____ Service worker
8. _____ Professional or semi-professional worker
9. _____ Homeworker
10. _____ High School Student
11. _____ University student
12. _____ I am retired
13. _____ I am unemployed
14. _____ Other: What_____

(11) 5. About how much income did the family heads (husband and wife) make last year before taxes?

1. _____ Less than $4,000
2. _____ Between $4,000 and $5,999
3. _____ Between $6,000 and $7,999
4. _____ Between $8,000 and $9,999
5. _____ Over $10,000

(12-13) (14-15) (16-17) (18-19) 6. How many children are there at home in your family? (Please write in number)

1. _____ Under 13 years of age
2. _____ 13-15 years of age
3. _____ 16-18 years of age
4. _____ Over 18 years of age

(20) 7. Where do you live?

1. _____ in Pine Grove Mills
2. _____ in Piney Ridge
3. _____ in the open country

(21-22) 8. How many years have you lived within this area?

_____ years

9. Are you a member of: (check all that apply)

(23) 1. _____ Pine Grove Mills Civic Association
(24) 2. _____ Pine Grove Presbyterian Church
(25) 3. _____ St. Paul's Lutheran Church
(26) 4. _____ Other organizations that meet in the Pine Grove Mills area.

"Please do not sign your name. This information will be used only to better understand how we can work together to take care of our community's needs."

Appendix 4
Community Action Workbook

Prepared by:

Samuel M. Leadley and Daryl K. Heasley

for

APPALACHIAN

REGIONAL SCHOOL

FOR CHURCH LEADERS

July - 1970

HOW CAN I USE THIS WORK BOOK?

*First, read the entire handbook from cover to cover.
*Second, try your best to follow the steps outlined in the handbook. They were written with local community situations in mind.

WHAT SHOULD I DO?

I. Prepare a List

Your Community Service Committee should sit down and make a list of all the leaders of community organizations. If there are more than two churches in your community, your church committee may want to do this cooperatively. If your church has members from more than one community, you will either have to work in just one community or appoint a Community Service Committee for each community (this will depend on the size of your membership).

*Note: "Leaders in community organizations" in this case should include the President or Chairman and the head of the organization's "Community Service" committee.

*Note: "Community organizations" include fraternal, educational, religious, political and economic organizations. Remember to include the heads of your local government and local school.

Name of Organizations	Name of Leader	Telephone Number

II. Call a Meeting of Leaders of Community Organizations

Using your list of leaders of community organizations, select a date when most of these people or their representative can and will attend the meeting. Usually, the best place for this meeting is at a place where there are plenty of blackboards. Invite the "leaders" to the meeting telling them of the purpose of the meeting.

*Note: The purpose of this meeting is to "appraise your community realistically." It will include an inventory of community problems and needs and the selection of the most important needs.

*Note: If a "leader" cannot attend this meeting, stress the importance of having his organization represented by someone.

III. Get Ready for the Meeting

"Getting ready" includes (1) reminding people of the meeting, (2) making enough copies of the "Problems and Needs" inventory so that each person will have his or her own copy, (3) making arrangements with proper persons to use the building facilities and (4) planning what you will do at the meeting.

*Note: The "Problem and Needs" inventory is included in the back of this handbook.

*Note: The "Suggested Order of Business at the First Meeting" included in this handbook on page 5 can be used as a guide in planning what you will do at the meeting.

IV. Having the Meeting of Community Organizational Leaders

Successful meetings do not happen, they are planned. Be certain that before the meeting begins you have: (1) reminded the people of the meeting, (2) arranged the room so all can see and hear, (3) arranged the ventilation so that the room is comfortable, (4) brought pencils, inventory forms and checked to see that chalk and erasers are provided, (5) made some provision to give credit to all these people for attending (either on the radio or in the newspaper) and (6) follow an order or business similar to the one suggested (on a separate page later in handbook).

*Note: Be sure to get a room with adult size chairs, tables, and with as much blackboard space as possible.

V. Make a List and Call a Second Meeting

This is a list of names of people willing to serve on an "Inter-Organization Planning Committee." Using this list, select a

date when most of these people can attend the Committee's first meeting. The purpose of this meeting is to "inventory the resources available to help you meet these community needs."

*Note: You should probably act as a temporary chairman at this first meeting of the Committee.

*Note: You many want to remember that this effort you and your church are making has now become more than a church project; it is now a community project.

VI. Get Ready for the Committee Meeting

In addition to reminding the members of the meeting and making arrangements for a convenient place to meet, you should consider asking members to find out information and bring it to the first meeting. In order to do this you need to: (1) make enough copies of the most important "problems" and "needs" so that all the people who attended the first meeting you called may have a copy; (2) be certain every member of this new Committee has a copy of these "problems" and "needs"; and (3) ask two or three capable members to find out if there are agencies or groups in the community that are normally responsible for action on the most important "needs" of the community.

VII. Have the First Committee Meeting

Successful meetings do not happen. They are planned. In this case you will want to: (1) remind people of the meeting; (2) arrange the room so that it is comfortable and all can see and hear; (3) plan an agenda (or order of business); and (4) make some provision to give credit to the members of the Committee for their effort (either on radio or in the newspaper).

*Note: You will find a suggested agenda for the first Committee meeting on page 6.

VIII. Help the New Chairman

Offer your assistance by (1) going back to your church and finding out what it can do to help meet these community "needs," (2) suggesting the next step in developing a plan is, at the next Committee meeting, to summarize the contributions organizations are willing to make to projects in order to meet one or two community "needs."

FIRST MEETING OF LEADERS OF COMMUNITY ORGANIZATIONS

SUGGESTED ORDER OF BUSINESS

1. Express your appreciation for their interest and cooperation in this community effort.

2. Review the Purpose of the Meeting

   Example: "The purpose of this meeting is to take a step in making our community a better place to live. To do this, I think you will agree that we need to decide what will add most to make our community a better place to live and bring up a family."

3. Explain the "Problem and Needs" Inventory

   Example: "This four page set of questions has been used to help community leaders decide what are the most important needs in their community. It only takes a few minutes to complete it. It can help us by serving as the basis for our discussion of the needs of our community."

4. Complete the "Problems and Needs" Inventory

   *Note: Be certain everyone has a copy of the inventory and a pencil with which to write. Plan on about 20 minutes to complete the inventory although your group may take less or more time.

5. List the "Problems" and "Needs" on the Blackboard

   Get two or more people to assist you in making this list. Station each assistant at a blackboard to write as you call on the group members for their "problems." List all of the "problems" suggested without commenting on them. Once all the "problems" are listed, make a list of the "needs." Again, list all the "needs" suggested without commenting on them.

6. Select the Most Important "Problems" and "Needs"

   In order to determine which "problems" and "needs" are most important, allow the group members to vote. Example: "Now that we have made an inventory of our community's 'problems' and 'needs.' We need to decide which ones are most urgent or important. In order to do this and give everyone a chance to help decide, I would like you to select

_____ 'problems' that you feel are most important. When you finish we will add up the votes for each 'problem' to find out which ones we, as a group, feel are most important."

*Note: It is best to have the group select at least four "problems" but no more than one-fourth of them if there are more than sixteen.

*Note: Repeat the voting process to determine the most important community "needs."

*Note: To vote, give everyone a few minutes to make their decision, read down through the list of "problems" and "needs" and record next to the "problem" or "need" the number of votes it received.

7. Summarize the Voting

List on a separate board or in a separate place the most important "problem" and "needs" so that all the group members can see them.

8. Urge the Formation of an "Inter-Organization Planning Committee"

At this point in the meeting most of the people will be saying to themselves, "Okay, so we decided what are our most important "needs." What do we do now?" You should suggest the formation of a Committee of leaders from community organizations to make plans for community action. Be certain to:

(1) Get names of people willing to serve on this Committee.
(2) Agree to take responsibility for calling the first meeting of the Committee - don't try to decide that tonight. You have done enough for one evening.

*Note: If such a Committee or Commission already exists, suggest that a delegation attend one of their meetings to present tonight's findings.

9. Thank everyone for attending and point out how much has been accomplished in just one evening meeting.

FIRST INTER-ORGANIZATION PLANNING COMMITTEE MEETING

SUGGESTED AGENDA

1. Express your appreciation for the cooperation of the community leaders.

2. Elect a permanent chairman of the group who may start his duties at the next meeting.

3. Review of purpose of this meeting (to inventory community resources and, hopefully, to select one, two or three projects to consider more seriously).

4. Either have reports dealing with agencies or groups normally responsible for action on most important "needs" OR discuss the resources the Committee members know about and have the permanent Chairman appoint several members to bring additional information about agencies and groups to your next meeting.

5. Conclude the meeting, if possible, by selecting one, two or three projects that might be done in the community, ask each organizational representative to (a) report back to his organization, (b) find out what his organization could do to help and (c) bring this information to the second meeting of the Committee.

PROBLEMS AND NEEDS INVENTORY

How adequate are the Home Services in your community? This includes: housing, water, sewage, garbage, and electrical service.

1) Very adequate _____
2) Fairly adequate _____
3) Inadequate _____
4) Very inadequate _____

If inadequate (3 or 4):

(a) What are the main problems? _____

_____

(b) What are the main needs to solve these problems? _____

_____

How adequate are the Transportation Facilities in your community? This includes: roads, buses, taxies, snow removal, parking facilities, street lighting, and adequate sidewalks.

1) Very adequate _____
2) Fairly adequate _____
3) Inadequate _____
4) Very inadequate _____

If inadequate (3 or 4):

(a) What are the main problems?_____

_____

(b) What are the main needs to solve these problems?_____

_____

How adequate are the Communication Services in your community? This includes: newspapers, telephones, radios, television, telegraph, and mail.

1) Very adequate _____
2) Fairly adequate _____
3) Inadequate _____
4) Very inadequate _____

If inadequate (3 or 4):

(a) What are the main problems?_____

_____

(b) What are the main needs to solve these problems?_____

_____

How adequate are the Health Facilities in your community? This includes: doctors, dentists, hospital service, nursing homes, emergency ambulance, drug stores, and health insurance.

1) Very adequate _____
2) Fairly adequate _____
3) Inadequate _____
4) Very inadequate _____

If inadequate (3 or 4):

(a) What are the main problems?_____

_____

(b) What are the main needs to solve these problems?_____

_____

How adequate are the Education Services in your community? This includes: teachers, facilities, and youth, adult and informal education programs.

1) Very adequate _____
2) Fairly adequate _____
3) Inadequate _____
4) Very inadequate _____

If inadequate, for what age group (3 or 4):

(a) What are the main problems? _____

_____

(b) What are the main needs to solve these problems? _____

_____

How adequate are the Safety and Protection Services in your community? This includes: police and fire protection, traffic and safety precautions.

1) Very adequate _____
2) Fairly adequate _____
3) Inadequate _____
4) Very inadequate _____

If inadequate (3 or 4):

(a) What are the main problems? _____

_____

(b) What are the main needs to solve these problems? _____

_____

How adequate are the Employment Services in your community? This includes: employment opportunities for all ages and for handicapped people.

1) Very adequate _____
2) Fairly adequate _____
3) Inadequate _____
4) Very inadequate _____

If inadequate, for what age groups (3 or 4):

(a) What are the main problems? _____

_____

(b) What are the main needs to solve these problems? _____

_____

How adequate are the Welfare and Guidance Services in your community? This includes: for unemployed or unemployable, for delinquents, for individuals and families who need counseling aid, and welfare for the aged.

1) Very adequate _____
2) Fairly adequate _____
3) Inadequate _____
4) Very inadequate _____

If inadequate (3 or 4):

(a) What are the main problems?_____

_____

(b) What are the main needs to solve these problems?_____

_____

How adequate are the Recreation Services in your community? This includes recreation facilities, programs and leadership for all ages.

1) Very adequate _____
2) Fairly adequate _____
3) Inadequate _____
4) Very inadequate _____

If inadequate (3 or 4):

(a) What are the main problems?_____

_____

(b) What are the main needs to solve these problems?_____

_____

How adequate are the Retail Shopping Services in your community? This includes quantity and quality of stock and services, parking, comparable prices.

1) Very adequate _____
2) Fairly adequate _____
3) Inadequate _____
4) Very inadequate _____

If inadequate (3 or 4):

(a) What are the main problems?_____

_____

(b) What are the main needs to solve these problems?_____

_____

How adequate are the Religious Services in your community? This includes: opportunities, programs, and cooperation.

1) Very adequate _____
2) Fairly adequate _____
3) Inadequate _____
4) Very inadequate _____

If inadequate (3 or 4):

(a) What are the main problems?_____

_____

(b) What are the main needs to solve these problems?_____

_____

How adequate are the Beautification Services in your community? This includes: business district, homes, parks, cemeteries, and community entrances.

1) Very adequate _____
2) Fairly adequate _____
3) Inadequate _____
4) Very inadequate _____

If inadequate (3 or 4):

(a) What are the main problems?_____

_____

(b) What are the main needs to solve these problems?_____

_____

How adequate are the Community Hospitablity Services in your community? This includes: friendliness to newcomers and strangers.

1) Very adequate _____
2) Fairly adequate _____
3) Inadequate _____
4) Very inadequate _____

If inadequate (3 or 4):

(a) What are the main problems?_____

_____

(b) What are the main needs to solve these problems?_____

_____

How adequate are the Civic and Social Organizations Services in your community? This includes: fellowship, community improvement, Boy and Girl Scouts, 4-H Clubs, V.F.W., American Legion, Rotary, etc.

1) Very adequate _____
2) Fairly adequate _____
3) Inadequate _____
4) Very inadequate _____

If inadequate (3 or 4):

(a) What are the main problems?_____

_____

(b) What are the main needs to solve these problems?_____

_____

How adequate are the Governmental Services in your community?

1) Very adequate _____
2) Fairly adequate _____
3) Inadequate _____
4) Very inadequate _____

If inadequate (3 or 4):

(a) What are the main problems?_____

_____

(b) What are the main needs to solve these problems?_____

_____

How adequate are the Community Improvement Services in your community? This includes: planning and zoning.

1) Very adequate _____
2) Fairly adequate _____
3) Inadequate _____
4) Very inadequate _____

If inadequate (3 or 4):

(a) What are the main problems?_____

_____

(b) What are the main needs to solve these problems?_____

_____

How adequate is the Leadership in your community? This includes: youth and adults, quantity, quality and willingness to serve.

1) Very adequate _____
2) Fairly adequate _____
3) Inadequate _____
4) Very inadequate _____

If inadequate (3 or 4):

(a) What are the main problems?_____

_____

(b) What are the main needs to solve these problems?_____

_____

How satisfactory are the Characteristics, Attitudes, and Feelings in YOUR COMMUNITY? This includes pessimism, hostilities, disinterest and distrust.

1) Very satisfactory _____
2) Fairly satisfactory _____
3) Unsatisfactory _____
4) Very unsatisfactory _____

If unsatisfactory (3 or 4):

(a) What are the main problems?_____

_____

(b) What are the main needs to solve these problems?_____

_____

Having surveyed the problems and needs of the community in the foregoing questions, what would you consider to be the 5 main problems and the 5 main needs of your community?

A. In my opinion, the five major problems of my community in their rank order are:

1) _____

2) _____

3) _____

4) _____

5) _____

B. In my opinion, the five major <u>needs</u> of my community in their ranking order are:

1) _____

2) _____

3) _____

4) _____

5) _____

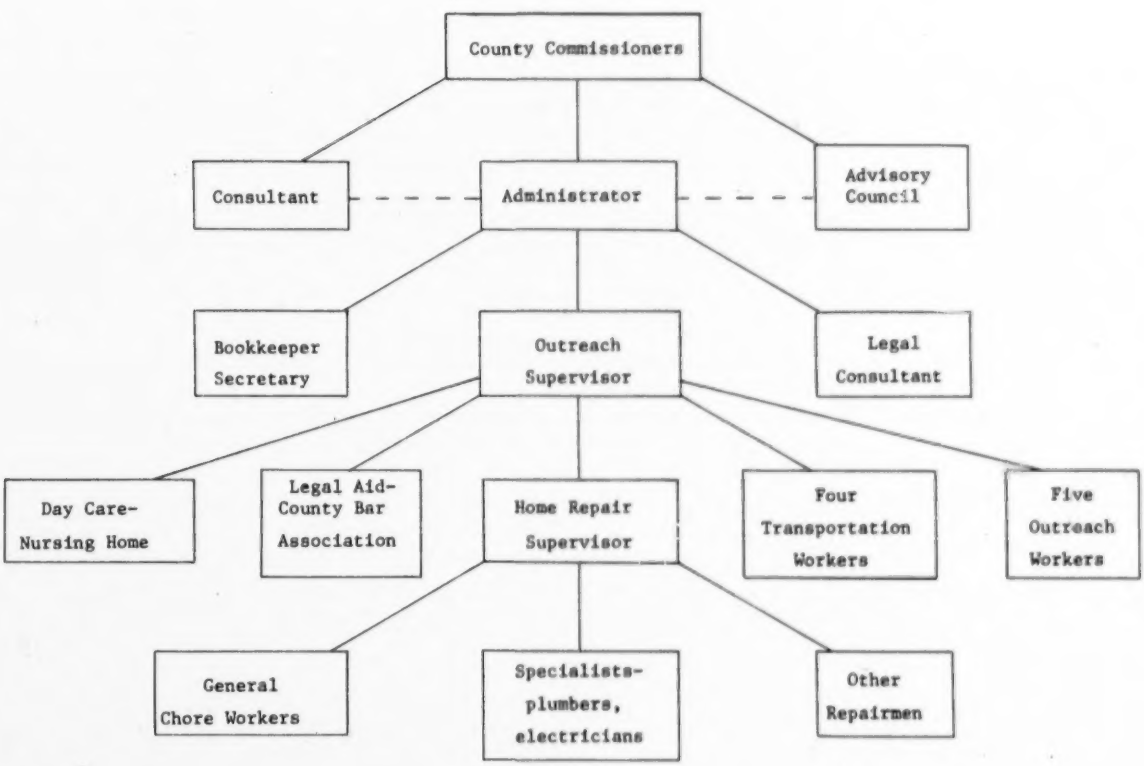
Appendix 5
Senior Citizen Flood Relief Proposal

The senior citizen flood relief program developed by one RPS has many elements relating to general problems of the elderly in addition to those problems that were strictly flood related. The approach to dealing with these problems is one that can be adjusted to scale and local needs and may be an alternative for other RPSs. A summary proposal is presented here.

The program, which requires financial subsidy at least initially, helps the elderly who could easily care for themselves in their own homes with just a little assistance. The program provides transportation, home chores, repairs and homemaker services among other services to both individuals and groups. The services offered by the program were not available in the area through other sources.

The organizational chart illustrates the program administration and identifies the types of positions and jobs available through the programs.

Organizational Chart



Description of program: services and goals

1. Outreach, search and find:

Description - Five outreach workers, senior citizens living within flood area, locate all elderly flood victims (and if possible all elderly), discover their needs and determine what services they presently receive or have applied for. Through this survey (survey sheet attached) the needs of the entire senior citizen population will be known.

Goal - The goals of this component are to acquaint all senior citizens with the program, introduce them to the outreach worker who is a resource for them, and to collect the data necessary to evaluate programs and discover needs so that the overall program can be revised accordingly.

Method of Delivery - Five outreach persons working from their homes go door to door according to a plan devised by the outreach supervisor as well as following referrals from any agency, the advisory council or any interested individual in the area. They also take direct requests from flood victims. All requests are channeled through the outreach supervisor.
A basic interview form (attached) is filled out during initial contact. The outreach worker also accepts applications for services, i.e., homemaker, home repair, counseling, transportation, legal aid, day care and foster care. They are filled out during the initial interview and returned to the outreach supervisor for approval.
The outreach worker is expected to interview a certain number of people per week, but their hours are flexible.

2. Home Chore Services

Description - Two trained homemakers, a home repair supervisor and general chore workers are available to flood victims. The homemakers perform homemaking services necessitated by the flood and are also be available to perform regular household tasks for those unable to handle them themselves. The repair supervisor inspects homes needing work, estimates time, materials and type of labor needed. He will do the work when possible but may also call a plumber, an electrician or a general chorework (for snow shoveling, wood chopping, etc.)

Goal - This element helps many elderly in need of restoring their homes to a safe and sanitary condition and assists people who can not maintain their homes without some help.

Method of Delivery - A home repair supervisor is on call by the outreach supervisor. When a work order comes in for such a service, the home repair supervisor visits the home, estimates cost of material, time and labor, and decides on the necessary members of the team to do the work. The outreach supervisor and administrator must authorize the work.

3. Counseling, Information and Referral

Description - The outreach supervisor trains and monitors outreach workers and either performs counseling and follow-up for those cases identified by the program or arranges for other counseling services.

Goal - To handle problems that the outreach workers cannot handle and insure follow-up and coordination of efforts.

Method of Delivery - When a work order for counseling is received the outreach supervisor determines whether to seek further information herself, perform the counseling, call outreach person assigned to this area, call Mental Health and Mental Retardation program or the Information Referral Follow-up system.

4. Social Education Services

Description - Limited funds (up to $100 per group) and technical assistance are made available to senior citizen clubs, churches or civic clubs who desire to create a recreation or social program.
Grants for craft materials, storage spaces etc. available to a church or community center willing to become a senior citizen center.

Goal - Aids expansion of social contacts by using and strengthening existing resouces. Also develops new groups and provides facilities for a wide range of on going activities.

Method of Delivery - Every church, civic club and senior citizen's club receives a letter explaining the program and the grants and assistance available to them. A list of possible projects is

compiled, using suggestions from senior citizen's groups, flood victims, clergy, etc. The outreach supervisor and any interested aide is available to advice groups on possible programs.

5. Transportation

Description - Four transportation workers, located in different sections of the county, transport people to services and set up and provide a delivery route for homebound people.

Goal - To take people to services and to simplify routine shopping trips by a weekly delivery service.

Method of Delivery - When a work order for transportation is received, the outreach supervisor coordinates it with others in the same area. As needs become known, attempts will be made to coordinate visits to doctors and delivery routes.

6. Legal Assistance

Description - Purchases of service for immediate flood related legal services and later for legal services to people who do not qualify for free legal aid.

Goal - To deal with immediate legal problems of flood victims and to continue the service without duplicating free legal services. To serve people with marginal incomes who can pay some portion of the costs.

Method of Delivery - When a work order for legal aid is received the outreach supervisor calls the individual, obtains the facts and refers the case to the legal aide. A follow-up check is made to see if the client is eligible; if not, a local lawyer is contacted and private service is arranged, supplementing the client if possible.

7. Day Care Services

Description - A local nursing home is contracted to provide day care for any flood victim who cannot remain in their own home during the day but receive adequate care during the evening and on weekends in their home.

Goal - To keep families together longer, to prevent premature need for full time nursing home care, to prevent the necessity of one party being forced to leave a job in order to care for a spouse or parent, and to provide temporary care in emergencies.

Method of
Delivery - When a request for day care service is received, it is referred to the closest participating nursing home.

8. Foster Care Program

Description - Provide the staff to establish a foster care program for people who cannot remain in their homes but do not wish to enter a nursing home.

Goal - To reduce the necessity of entering a nursing home and to provide an alternative that is less expensive and perhaps more desirable to some clients.

Method of
Delivery - To be identified by staff.

Plans for public information activities

a. Older persons will be informed of the program through speakers at AARP and Golden Age Club meetings and by the Outreach Workers. The Emergency Housing Office, Red Cross, Civil Defense, DPW, and Project Outreach will supply lists of possible clients and will inform their clients of these services.

b. All agencies and organizations serving older persons will be invited to join the Advisory Council and will receive copies of the program and monthly reports on its progress.

c. Some community leaders will be invited to join the Advisory Council and anyone who requests a montly report will receive it. Several ministers from different areas are now on the Advisory Council. All ministers and borough and township secretaries will receive letters explaining the program.

d. The public at large will be notified by TV and radio announcements and by speakers to civic clubs. Ministers will be requested to include information in their church bulletins.

SENIOR CITIZEN'S FLOOD INTERVIEW REPORT

Interviewer_____
Date_____

Name_____ Age_____

Present Address_____

Address Prior to Flood_____

Housing During Flood (Red Cross Center - Relatives - Friends - Other)_____

Statement of Need

Physical (Doctor - Nursing Care - Medicine)_____

_____

Emotional (Professional Counseling)_____

(Loneliness - Ring-A-Day - Visitation Pool)_____

Financial_____

Personal Items (Clothing - stamps)_____

Transportation_____ Bank

Doctor____ Church____ Social Activities____ Shopping____ Visiting_____

Food_____ Food Stamps_____

Meals-On-Wheels_____

House work (Homemaker Service)_____

No. of Days Weekly_____ Light_____ Heavy_____

Biweekly_____ Monthly_____ Light_____ Heavy_____

Garbage Disposal_____ Weekly_____ Biweekly_____

Legal Advice_____

Housing Own home_____ Rent_____ HUD Trailer_____ Trailer_____

Amount of flooding Basement_____ First Floor_____ Second Floor_____

Clean-up (Post flood)_____

Minor Repair (Steps - Porch - Windows)_____

Major Repair (Floors - Foundation)_____

Electrical (Wiring - Heating System - Stove - Refrigerator)_____

Plumbing_____

Other Flood Services used SBA Loan____ Food Stamps____ Cleaning Supplies____

Red Cross Housing_____ Grant_____ Food_____ Clothing_____ Other_____

Services Satisfactory_____

Comment (Any need not listed)_____

_____

Appendix 6
Community Aides

A Strategy of Change Using Indigenous Nonprofessionals

One RPS sought to increase local citizen access to services through a community outreach program -- a strategy to convert families' needs into effective demand for services. It is a flexible strategy that can be adapted to many situations and thus may be an alternative for other RPSs.

Many rural people hesitate to accept help from outsiders and are not familiar with the formal procedures of service agencies. Community aides from low-income households, who live in the area and are peers of the potential service users, help overcome these barriers. The outreach program finds those who need services and helps them take advantage of existing programs.

The fragmentation of community social and health services, both public and private, is generally recognized as a major deterent to their effective use by those who are in greatest need. The community aide serves as an "expediter," helping the needy find the appropriate service and/or negotiating with the service beauracracy.

The aides work with a family's total needs, contacting the appropriate sources for help and conducting a follow-up. This service also aids service providers by making their services more effective. Aides may also be helpful in other programs, facilitating delivery of existing services as well as discovering needs for services not yet provided.

Jobs of the Community Aide

1. Maintains a complete roster of service agencies and organizations within the community, and knows what type of service they provide and what their rules and regulations are. Aides inform clients of the kinds of services available to them, and their rights and responsibilities in receiving these services.

2. Establishes and maintains contact with these community facilities; know the proper administrative personnel who can facilitate referrals and keeps a cordial relationship with them.

3. Keeps in contact with clients to see that appointments and referrals are made and kept. The aide checks to see that the clients are receiving services without delays and may go with or take a client to a service or an agency.

4. Receives complaints from clients and investigates them.

5. Informs service providers of problems and resources of clients.

Selecting Community Aides

The people selected as community aides should have their roots and interests in the community. They should not be too far removed from their neighbors in terms of education, previous position or economic standing. More important, they should be close to their neighbors in the sense that they care and they are concerned about the problems in the community. They should not, however, be overwhelmed by these conditions or feel defeatist, antagonistic or hostile.

Aides should have the ability to work comfortably with others on agency staffs, be able and willing to communicate across class lines and accept supervision. Above all, the resident selected for an aide position should show a capacity to learn and develop, and have a desire to do so.

Setting Up the Program

After receiving approval from the planning commission, the RPS contacted various human service professionals for suggestions of people to fill the community aide positions. The RPS interviewed some of those suggested and hired two aides.

The RPS then developed a training program based on the information gained during interviews with agency personnel. The training consisted of descriptions of all human services available to area residents and the rules and regulations governing these services. Much of the information was presented by staff members of the service agencies, and their lectures were recorded on tape for future use.

During the demonstration project, the aides worked where they lived with their neighbors as clients. The RPS felt that aides should be located in as many communities as possible.

RPS Comment:

"It would be better to have many aides working for just a few hours a week than to have a few aides working many hours."

The aides gave their neighbors information on available services and helped those in need to take advantage of them. The aides also attended meetings of the Inter-agency Council to inform them of their activities.

Besides these basic responsibilities, aides were involved in programs aimed at providing area residents with information about services such as:

1. Developing new training sessions for future community aides, using the taped lectures and data gathered from experience;

2. Preparing Human Services Directory;

3. Setting up booths in post offices, surplus food distribution centers or other appropriate locations. Program included 1) providing information on agency services using existing literature obtained from the various agencies; and 2) maintaining a community bulletin board in the same locations for area events (meetings, fund raising drives, need for volunteers, etc.); and

4. Speaking at community or club meetings or making arrangements for special speakers. Aides may also sponsor "coffee klatches" to discuss special issues. In preparation, aides compile a list of civic clubs who use speakers and contact them to make their speaker service known, always keeping aware of current social service issues.

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